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General Plan

VOLUME ONE • 1981

ELEMENTS:

HOUSING & LAND USE

CIRCULATION

BIKEWAYS

**OPEN SPACE &
CONSERVATION**

PARKS & RECREATION

**PUBLIC BUILDINGS &
FACILITIES**



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GENERAL PLAN

A POLICY GUIDE FOR COMMUNITY DEVELOPMENT

CITY OF SAN MATEO, CALIFORNIA

City of San Mateo
Department of Community Development



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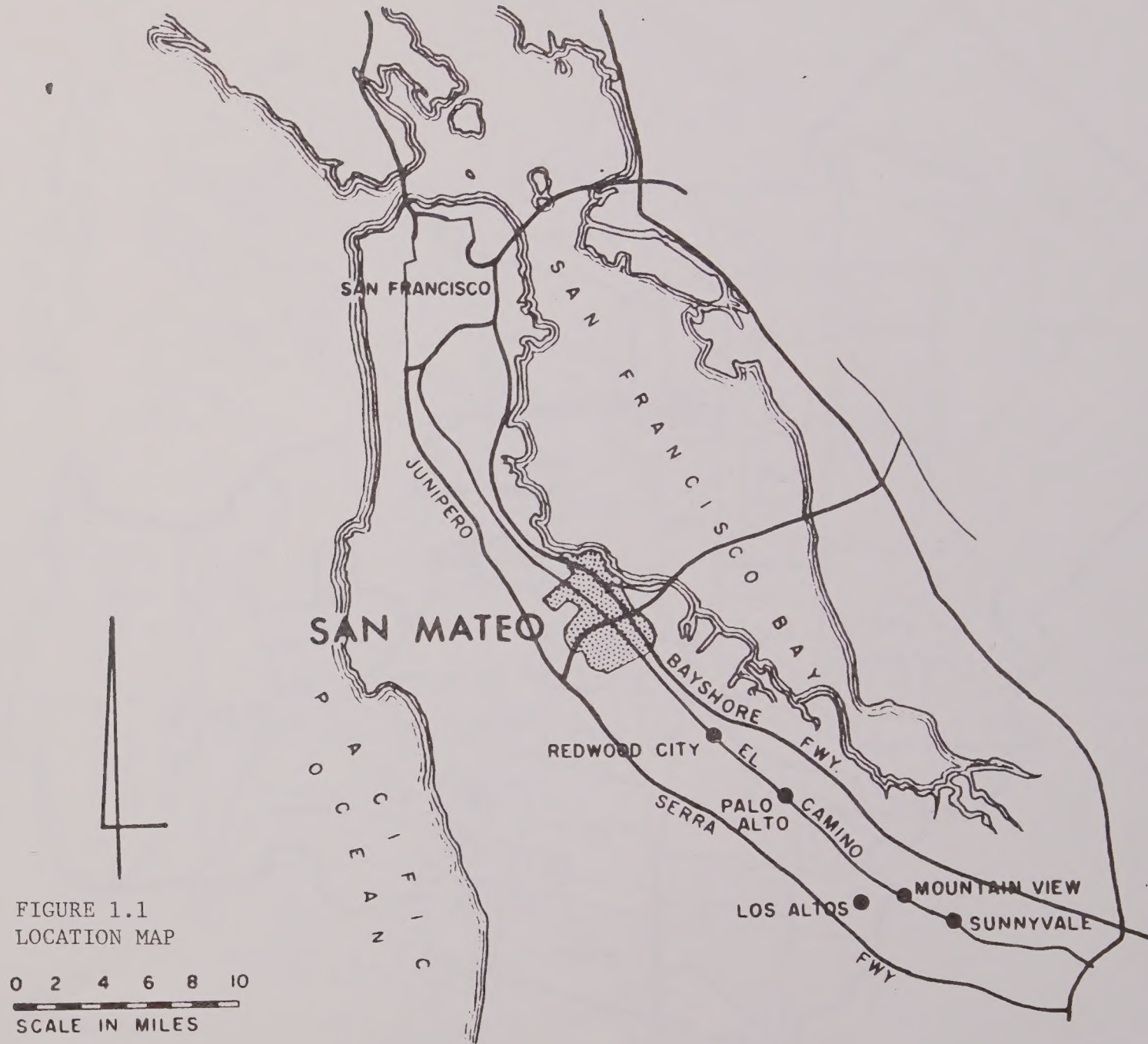
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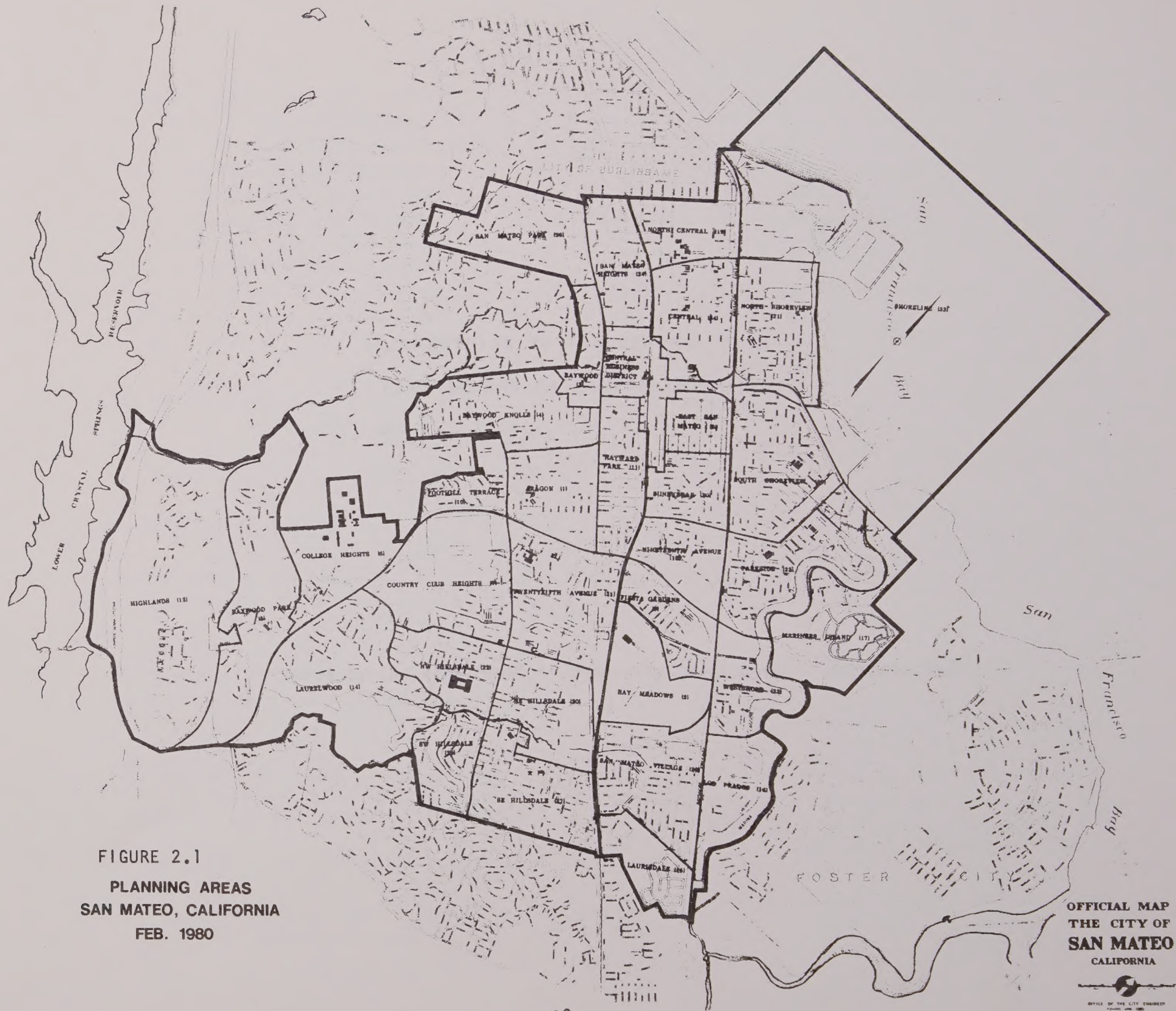


FIGURE 2.1
PLANNING AREAS
SAN MATEO, CALIFORNIA
FEB. 1980

OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA

OFFICE OF THE CITY ENGINEER
1979-1980

INTRODUCTION TO THE GENERAL PLAN

CITY OF SAN MATEO, CALIFORNIA

Prepared by the Department of Community Development - December 1981

I. INTRODUCTION

The General Plan is a long-range, comprehensive, general statement of goals and policies relating to the future physical development of the community. It is a design guide that establishes community objectives, principles and standards of development; a pattern of land uses; and implementation programs and schedules to achieve the desired services and facilities.

As a policy statement, the General Plan guides future development toward established goals with continuity. Goals and policies for housing, circulation, parks and recreation, community facilities and land use are detailed in the respective elements.

II. ELEMENTS OF THE PLAN

Design unites the various General Plan land uses and community facilities by the circulation system. Although each of the elements is treated individually, they are actually inseparably related in the harmonious design of the City.

The Housing and Land Use Element describes the type of residential development and the permitted residential density of each planning area within the City. It also indicates the proper use of land within the City. It describes areas where executive office, commercial business, and manufacturing uses are most dominant. The element also identifies specific planning areas as well as those that would benefit from redevelopment projects.

The Circulation Element classifies transportation routes for the efficient movement of people and goods throughout the community.

The Public Buildings and Facilities Element includes the places of government activity and the public service facilities; City hall, police, fire, libraries, public works, public schools and public utilities and their respective corporation yards.

Public services and facilities portions are detailed in separate reports by these phases; Storm Drainage Facilities, Collection and Conveyance of Sewage, and Wastewater Treatment Facilities and Solid Waste Disposal.

The Open Space and Conservation Element identifies potential open space and makes recommendations for its conservation for the general welfare and protection of the public interest.

III. THE GENERAL PLAN PROCESS

Planning is a continuing process that is sensitive to the changing needs of the community.

The City of San Mateo General Plan is a written and graphic document which sets forth the aims, policies, criteria and proposed physical patterns for the growth and development of San Mateo. It stresses: dynamic planning over static plans; planning process over planning maps; policy statements over geographical predetermination; generalization and comprehensiveness over detail; continuous review over permanence.

The adopted General Plan and its related studies also provide the technical basis for participation in Federal aid programs and State and county programs of financial assistance.

The first Zoning Ordinance, adopted in March 1922, divided the City into residential, commercial and industrial districts. It was modified in 1932 and a revised Master Zoning Plan was adopted June 7, 1937. This was brought up to date in 1949 and again revised and published in book form in 1958. The Zoning Ordinance was completely revised, adopted and became effective October 19, 1961. It has been progressively modernized by amendments, including provisions for Planned Development, Ordinance 1965-2; revisions to the R5 residential districts in October 1966; establishment of the Board of Zoning Adjustments in June 1969, and major revision of the Executive Districts in 1969. Prior to adoption of the General Plan, the Zoning Ordinance effectively served as the community guide to development.

On November 22, 1965, the City Planning Commission resolved to establish a program of comprehensive and continuing studies leading to adoption of a General Plan. Citizens and groups were asked "What are the Most Needed Improvements". The Chamber of Commerce recommended that the plan recognize population growth, encourage executive/administrative development and be implemented by a capital improvement program. A Preliminary General Plan was published in November 1966 for official and citizen discussion of issues and proposals.

Thereafter, the City Council appointed 25 citizens to a Blue Ribbon Committee for the purpose of setting forth goals for community development. Their findings and recommendations were reported to the Council in December 1967 and led to preparation of the Policy

Plan. The Policy Plan Report, Phase II of the General Plan Program was adopted February 17, 1969, by the City Council. It expresses goals and policies for urban development and serves as a basis for the Comprehensive General Plan. Goals were formulated for physical balance, social harmony, financial equity and environmental quality.

Specific goals and policies were discussed at length as each individual element of the General Plan was considered one at a time at public hearings and adopted by the City Planning Commission and the City Council. The San Mateo General Plan was established as a composite guide by adoption of Resolution No. 80 by the City Council at a regular meeting held on July 6, 1970.

Premises for future community development are that:

1. The City of San Mateo will continue as a residential-type community.
2. Retail business, executive/administrative headquarters and medical services will continue to be San Mateo's economic base.
3. San Mateo will maintain its role of leadership and initiative in the Bay Region.
4. Planning will continue as an evolving process.

The projected population for the City of San Mateo is 115,000 to 120,000 people. Full development can be expected by the year 2000.

The General Plan can guide this process to maintain and enhance San Mateo as an urban community having a high quality of life.

RESOLUTION NO. 80 (1970)

ESTABLISHING THE GENERAL PLAN
OF THE CITY OF SAN MATEO

RESOLVED, by the City Council of the City
of San Mateo, California, that:

WHEREAS, this Council has heretofore adopted
the Land Use Element; the Circulation Element and
the Housing Element of the General Plan of the City
of San Mateo as required by Section 65302 of the
Government Code of the State of California and
pursuant to the procedures required by law;

WHEREAS, this Council has heretofore adopted
the Drainage, Sewage and Municipal Waste Disposal
Phases of the Public Services and Facilities Element;
and the Parks and Recreation Element of the San Mateo
General Plan as permitted by Section 65303 of the
Government Code of the State of California and
pursuant to the procedures required by law; and

WHEREAS, this Council desires to establish these
elements as a composite group to be known as the San
Mateo General Plan.

NOW, THEREFORE, IT IS HEREBY DETERMINED
and ORDERED that:

1. The following Elements and Phases of the San
Mateo General Plan as heretofore adopted by this
Council comprise the General Plan of the City of San
Mateo as the same is required by Section 65300 of the
Government Code of the State of California:

Land Use Element
Circulation Element
Housing Element
Public Services and Facilities Element
Drainage Phase
Sewage Phase
Municipal Waste Disposal Phase
Parks and Recreation Element

2. From the date of this Resolution said General
Plan as it may be amended or added to shall be used as
a guide for the long-range physical development of this
City insofar as this Council has or will direct and shall
be administered in such a manner as this Council shall
direct.

/s/ Hugh A. Wayne
Mayor

Attest: /s/ William J. O'Farrell
City Clerk

CERTIFIED OFFICIAL COPIES OF THE ELEMENTS OF
THE SAN MATEO GENERAL PLAN ARE
ON FILE IN THE OFFICE OF THE CITY CLERK

POLICY PLAN REPORT

PHASE II OF THE GENERAL PLAN PROGRAM
CITY OF SAN MATEO, CALIFORNIA

Adopted by the Planning Commission - January 13, 1969

Adopted by the City Council - February 17, 1969

POLICY PLAN REPORT

PHASE II OF THE GENERAL PLAN PROGRAM CITY OF SAN MATEO, CALIFORNIA

GOALS AND POLICIES

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Notes: The Policy Plan was initially approved by the Planning Commission May 24, 1968. It was considered at a Joint Study Session with the City Council June 10, 1968, and referred back to the Planning Commission.

The attached revision was unanimously approved by the Planning Commission on January 13, 1969, as the Policy Plan recommended for adoption to the City Council.

January 30, 1969

I. GENERAL

A. GOALS

1. To establish a single unified community with which its citizens can identify with pride and pleasure.
2. To guide future development in such a way that the living and working environment can be improved and that the growing population can be absorbed without diminishing any of the values that have made San Mateo the wonderful city it is.

B. POLICIES

1. Establish a sphere of influence, with approval by LAFCO, extending from the ship channel in San Francisco Bay to Skyline Boulevard.
2. Follow an active policy of annexation within that "sphere of influence", and encourage development within the "sphere of influence" prior to annexation which will be compatible with future development of the City.
3. Encourage private and public development within the City which will offer greater variety and improved quality in the living environment of all citizens.
4. Through continuous improvement to the capital plant of the City assure that public facilities such as transportation, public utilities, fire and police facilities and parks are available to serve community needs and population growth.
5. Provide an economic atmosphere which will encourage private investment in high quality development such as executive office buildings in order to establish a sound economic base.
6. Review periodically the General Plan and supporting documents of implementation such as the zoning and subdivision ordinances, the capital improvements program, etc., and make changes as necessary to maintain these documents as proper guidelines for the City's growth.

II. HOUSING

A. GOALS

1. To establish a variety of housing sufficient to serve all citizens of the City with homes meeting or exceeding standards of the City of San Mateo.
2. To retain the present single-family atmosphere of the community while allowing development of other housing types in appropriate locations.
3. To improve areas where deterioration has begun and to prevent the development of slums and/or ghettos.

B. POLICIES

1. Establish a guideline for the development of each area of the City and in the sphere of influence which will indicate to the developer and the property owner what the ultimate development of the area is expected to be.
2. Protect established single-family residential areas by assuring that adequate buffers are developed and maintained between them and other types of development and that other uses are not permitted in the area which would lead to deterioration, reduction of values or destruction of the residential atmosphere.
3. Route heavily travelled streets around single-family areas and not through them.
4. Require cluster and planned-unit developments to provide more open space than would otherwise be available while reasonably maintaining the overall average density as would exist with conventional lotting design.
5. Permit multi-family residential development adjacent to major thoroughfares where traffic flow, adequate sewer and storm drain systems, and proper buffering may be controlled and maintained.
6. Actively promote rehabilitation of deteriorating residential areas by:
 - a. Encouraging the establishment of neighborhood organizations devoted to improvement.

II. HOUSING (Cont.)

A. GOALS

B. POLICIES

- b. Revising regulations so as to encourage good development and prevent overcrowding.
- c. Exploring and using all means possible, both public and private to obtain funds for improvement and rehabilitation.
- 7. Encourage and assist in the provision of low-cost housing by every method that will provide for good development, maintain adequate standards, and be compatible with existing development.
- 8. Assure that adequate public facilities such as parks, schools and fire protection are made available for all citizens..

III. BUSINESS AND EMPLOYMENT OPPORTUNITIES

A. GOALS

1. To establish centers of high quality development in the City which will provide for its citizens:
 - a. Places of employment.
 - b. Adequate commercial facilities.
 - c. An interesting, exciting and beautiful atmosphere in which to work, transact business, shop or browse.
 - d. A firm economic base to support provision of public services.

B. POLICIES

1. Promote the development of executive-administrative offices as the major industry for the City of San Mateo.
2. Establish a plan for the development of office and commercial areas which will assure provision of efficient support services and adequate access.
 - a. Encourage redevelopment of existing business areas to include amenities and efficiencies such as pedestrian malls, landscaping, improved circulation and additional parking.
 - b. Develop a plan for beautification of streets in the business areas through landscaping, ornamentation, revision of building facades, and other means.
3. Encourage new shopping centers in areas where analysis of the marketing area indicates a need. Provide for expansion, but within fixed limits, as defined by expected population increases.
 - a. Require developer to provide data indicating neighborhood or community purchasing power and convenience of proposed development.
 - b. Optimize safety and convenience of shopping centers by carefully planning of pedestrian and vehicular traffic.
4. Prepare a plan for the redevelopment of El Camino Real to increase its beauty, improve traffic flow and provide for better business opportunities.

A. GOALS

B. POLICIES

5. Encourage the development of specialized commercial areas such as auto sales centers.
6. Prohibit unrelated non-industrial development in industrial areas.
7. Set development and design standards to guide expansion of commercial, service, assembly and light manufacturing uses.
 - a. Specify types of uses to be encouraged in areas indicated for Planned-Commercial/Industrial Development; i.e. research and development, headquarters offices, auto center, convention and/or trade center, commercial amusement center, and other such "clean" industry.
8. Provide the same reciprocal protection to retail businesses which residential and industrial uses receive.

IV. TRANSPORTATION

A. GOALS

1. To provide a flexible, efficient and economical combination of the various modes of transportation.

B. POLICIES

1. Plan a local transportation system to be part of an integrated regional transportation system including highways, all forms of mass transit, rail, air and water.
 - a. Integrate freeways and arterials with local streets.
 - b. Plan for rapid transit; including stations, feeder buses and parking lots.
 - c. Work toward the establishment of improved local bus system to reduce the necessity for using private conveyances within the City.
 - d. Include facilities for pedestrians and bicyclists.
 - e. Improve accessibility and circulation to congested areas.
 - f. Establish, if feasible, a location for a City Heliport.
2. Plan to eliminate all downtown railroad grade crossings, and provide additional crossings as required by future traffic expectations.
3. Allow intensification of use where streets can be developed or improved to handle increased traffic.
 - a. Seek dedications of land to widen existing arterial streets.
 - b. Designate and improve arterial thoroughfares on boundaries, where feasible, in each district: commercial, residential, etc.
4. Improve community identity by creating attractive entrances to the City of San Mateo.

V. RECREATION AND OPEN SPACE

A. GOALS

1. To provide adequate space and facilities to serve the active recreation needs of all the citizens of San Mateo.
2. To provide adequate open space for passive recreation.
3. To reserve open space to serve the general welfare in the provision of light, air, vistas and a feeling of spaciousness.

B. POLICIES

1. Acquire park land based on standards adopted in the "Guide for Open Space Planning for Parks and Recreation Areas, City of San Mateo".
2. Require dedication of park lands by developers in proportion to the population proposed for the development.
3. Cooperate with the State, County and any regional agency, of which the City is a member, in the provision of regional facilities.
4. Maintain active cooperation between the City, the San Mateo Junior College District, the San Mateo Union High School District, and the San Mateo City School District to make maximum use of school acreage for community recreation.
5. Develop a plan for the Bay Front lands emphasizing maximum public use of the waterfront area and preservation of the Bay.
6. Innovate financial arrangements to acquire and develop open land areas. Plan land acquisition and park development in such a way as to make full use of available Federal and State funds for these purposes.
7. Encourage developers to provide recreation facilities in each development.

VI. COMMUNITY FACILITIES

A. GOALS

1. To provide community facilities including administrative facilities, service facilities, transportation facilities, and utility systems adequate to serve the needs of the community at the lowest reasonable cost.

B. POLICIES

1. Project public facilities needs so as to schedule acquisition and development in an orderly fashion.
2. Develop a financial program to achieve the desired public improvements.
3. Coordinate all urban development programs to assure eligibility for Federal and State loans, grants and tax subventions.
4. Create a central cultural and civic center with adequate space for Federal, State, County and City offices.
5. Require developers to dedicate and improve public rights of way which increase the economic return to the individual abutting property. Establish standards regarding such dedication and improvement.

VII. IMPLEMENTATION

A. GOALS

1. To establish a complete system of implementation including codes, ordinances and a capital improvements program for the accomplishment of the goals and projects established in the General and Specific Plans of the City.

B. POLICIES

1. Develop a 6-year capital improvements program to be reviewed annually.
2. Develop and constantly improve a zoning ordinance for the guidance of the private development of land.
3. Develop and adopt a subdivision ordinance and complete set of standards taking into account topography throughout the entire City.
4. Develop and adopt a site development ordinance to adequately guide and control grading and excavation.

**HOUSING & LAND USE
ELEMENT**

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I. INTRODUCTION

A. PURPOSE

The Housing and Land Use Element of the General Plan is designed to provide a comprehensive guide for the development, maintenance, and compatible existence of various land uses in San Mateo. By rationally allocating residential uses of various densities, and commercial and office uses, the urban and suburban environment should be enhanced. Qualities which make San Mateo a desirable place as a residence as well as a location for a business or office should be maintained by this element.

A requirement by the State of California for General Plan elements is also answered. The State mandate for these elements may be found in Section 65302(a) of the Government Code, which states that the General Plan shall include:

"A housing element, to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and provision of adequate sites for housing. This element of the Plan shall make adequate provision for the housing needs of all economic segments of the community."

"A land use element which designates the proposed general distribution and general location and extent

of the uses of the land for housing, business, industry, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas." In addition to planning land uses in various sections of town, this document is helpful in planning future City services necessary to the City's growth.

A basic premise of the General Plan is that at "full development" 115,000 to 120,000 people will live in the City; this total includes additional annexations. The residential density policy can effectively determine population in sections of the City, while zoning and development standards can determine the intensity and extent of nonresidential development.

B. SCOPE

The scope of the housing and land use element is limited to the discussion of residential uses of various densities and the locations for such uses, and the location of executive office and commercial/manufacturing uses. The specific design, unit densities or land use intensities are guided by the standards

of the Zoning Code. Other aspects of the community fabric are addressed elsewhere in the General Plan. The Circulation Element sets forth a circulation system of various modes to support the land uses described herein. The Public Buildings and Facilities Element discusses public and semipublic utilities and facilities necessary to serve the population and economy. Recreational needs and opportunities for the citizens are the subject of the Parks and Recreation Element of the plan. More recently, an Open Space and Conservation Element has been adopted. Its subjects are the existing, often natural, resources of the community, and means to preserve the most desirable features.

C. APPROACH

The City has been broken down into 34 planning areas. For the most part they are neighborhoods which are recognizable as distinctive areas. The main portion of the element consists of a discussion of each of the planning areas. Each is dealt with first in terms of future residential development which is expected to occur. Discussion of non-residential development usually follows that of the residential development.

The order of planning areas is alphabetic. Several summary tables are provided at the outset. In the preparation of the element, planning area maps and statistics were developed. They are now incorporated in the technical supplement. Originally developed around 1968, their validity is decreasing.

Prior to the detailed planning area description, major findings and highlights of the element, as well as goals and policies are listed.

II. GOALS AND POLICIES

A. GOALS

1. Plan for a residential population of 115,000 to 120,000 people.
2. Establish a variety of housing sufficient to serve all citizens of the City with homes meeting or exceeding minimum standards.
3. Retain the present single-family atmosphere of the community while allowing development of other housing types in appropriate locations.
4. Improve areas where deterioration has begun and prevent the development of slums and/or ghettos.
5. Establish executive-administrative office uses as the major industry of the City of San Mateo.
6. Continue retail business, executive-administrative headquarters, and medical services which serve as San Mateo's economic base.
7. Strengthen and expand the two major existing commercial centers, Hillsdale and downtown San Mateo.
8. Make the City of San Mateo an attractive base of operation for tourists and air travelers.

9. Group closely related activities and land uses to achieve a harmonious environment with diversity.
10. Distribute land uses to reasonably balance urban service costs with municipal revenues.
11. Establish and maintain design standards to achieve the highest quality in all types of development within the City.
12. Add amenities to enhance the existing beauty of San Mateo and create a distinctive community identity.
13. Continue to exercise a leadership role in local and regional planning.

B. POLICIES

1. Establish guidelines for the development of each area of the City and in the sphere of influence which will indicate to the developer and the property owner what the ultimate development of the area is expected to be.
2. Protect established single-family residential areas by assuring that adequate buffers are developed and

maintained between them and other types of development and that other uses are not permitted in the area which would lead to deterioration, reduction of values, or destruction of the residential atmosphere.

3. Route heavily traveled streets around single-family areas and not through them.
4. Require cluster and planned unit developments to provide more open space than would otherwise be available while maintaining the overall average density as would exist with conventional lot design.
5. Permit multi-family residential development adjacent to major thoroughfares where traffic flow, adequate sewer and storm drain systems, and proper buffering may be controlled and maintained.
6. Actively promote rehabilitation of deteriorating residential areas by:
 - a. Encouraging the establishment of neighborhood organizations devoted to improvement.
 - b. Revising regulations so as to encourage good development and prevent overcrowding.
 - c. Exploring and using all means possible, both public and private, to obtain funds for improvement and rehabilitation.
7. Encourage and assist in the provision of medium-cost housing by every method that will provide for good development, maintain adequate standards, and be compatible with existing development.
8. Assure that adequate public facilities such as parks, schools and fire protection are made available for all citizens.
9. Strengthen the tax base by encouraging new investment in property improvements, increasing the volume of taxable retail sales and by adding hotel-motel rooms.
10. Permit greater intensity of land use for housing and employment at locations which are accessible to railroad or rapid transit stations and bus routes.
11. Increase employment opportunities and increase the total payroll of the people working in the City of San Mateo.
12. Provide for expansion of retail and service establishments within present commercial zoning districts. Permit new shopping centers where economic studies establish a definite need.
13. Establish separate types of executive development suitable for different areas: Downtown, El Camino Real from Ninth to Nineteenth Avenue, along other thoroughfares and in planned executive parks.

- a. Encourage major executive developments on large land areas, especially adjacent to Younger Freeway interchanges.
 - b. Allow certain limited commercial services within the executive districts which are not close to these services.
 - c. Consolidate strip retail business into clusters; centralize office areas to assure efficient support services.
14. Develop off-street parking facilities by cooperative efforts to support business district activities.
15. Minimize friction between different land uses by providing buffers.
- a. Provide the same protection to retail business and executive developments which residential and industrial users receive.
 - b. Favor group parking facilities which are compatible with bordering residential districts.
 - c. Locate public buildings and institutions where they will be compatible with surrounding land uses and functions.
16. Limit development and redevelopment to the areas that the City can service with adequate streets, storm drainage, sanitary sewers, parks and recreation and other public facilities.
17. Permit some private development of marinas and related water oriented commercial recreation.

18. Conserve natural features and topography wherever feasible to preserve needed open space.
19. Coordinate local land development with other jurisdictions and regional planning agencies.
20. Further the development of housing for the elderly by:
- a. Establishing a separate set of criteria to be applied to senior citizen housing projects;
 - b. Processing such project through zoning and special use permit processes;
 - c. Evaluating each project on a case-by-case basis with regard to special development standards.

III. SUMMARY

A. RESIDENCE HIGHLIGHTS

1. Housing Problems

San Mateo has been for a number of years a very desirable suburban residential community. However, there is now a process of change occurring in which San Mateo is becoming a financial/commercial/office center in the mid-peninsula area. Pressures created by its desirability as a residential area and the change in character are continuing to cause increasing land prices. The major problem in providing adequate residential development is the high cost of land. These high land values are also causing a change in the type of residential development that is occurring in the City. More and more developers are proposing apartment

development in place of the single-family developments that have occurred in the past, creating problems in making this new type of development compatible with existing single-family areas without causing deterioration through overcrowding or increasing traffic congestion. There is no immediately foreseeable solution to the problem of increasing land costs. The proposed development solutions will allow increased density of development in such a way as to preserve the amenities in existing single-family areas and continue the desirability of San Mateo as a residential community.

Some of the residential areas are beginning to deteriorate because of increasing age and lack of financial capability on the part of the homeowners to keep these older units in an adequate state of repair. Other areas constructed immediately after the second world war were not of the highest quality and have begun to deteriorate on this account. In order to provide for improvement of the deteriorated housing areas, the City will use all available resources to aid property owners in the improvement and rehabilitation of deteriorated housing. Further, the City will explore and put to use both Federal and State resources for the provision of housing for families of low income in the City of San Mateo.

2. Residential Development.

The adopted residential density policy calls for a density ratio to be established for each residential building site and for each planning area. The type of residential development or redevelopment has been established for each planning area as a guide to property owners and developers. It is the intent of the Planning Commission

and City Council to follow this plan in taking action on development proposals. The plan may be amended from time to time to incorporate new knowledge or policy changes.

Estimates of future population were based upon studies of projected residential land development and underdeveloped property in residential zoning districts. Recommendations in the Blue Ribbon Committee Report were followed to establish the criteria of the Residential Density Policy. The single-family residential characteristic of the City as it presently exists in single-family residential areas will be maintained. In older sections of the City, present land use is less than the potential development permitted by existing zoning. In some instances reclassification downward will be recommended to reflect the existing character of residential development. Where present zoning districts are not changed, more intense land use and increased population are projected. This growth can be achieved either by adding units to an existing structure or by removal of existing buildings and redevelopment of the property. The estimated percentage of potential intensification has been noted on the Density Ratio analysis for the respective planning areas. Assumed redevelopment and new residential development were used to develop proposed density ratios. Density ratios establish the population holding capacity for the projected residential development in each planning area.

Policy statements as set forth herein notwithstanding, it shall be incumbent upon the Planning Commission to recognize and correct inequities and hardships that may arise from strict enforcement of such policies to the extent that owners and/or developers are penalized

by their inability to reasonably utilize vacant land because of severe market or economic conditions.

3. Area Highlights

The developing areas in the Western Hills are influenced by the hilly topography and by the Arthur Younger Freeway. The plan provides for higher density development around the freeway interchanges and clustering on the barren hill-sides in order to preserve the tree-covered slopes.

In the area between El Camino and Bayshore Freeway, north of 19th Avenue, some of the City's most acute housing problems exist, and it is in this area that the greatest surge of redevelopment is occurring and where some of the highest land values are found. The major influence contributing to all these phenomena is the downtown area.

In and immediately surrounding the Central Business District Planning Area there have been several high-rise apartment developments. The plan calls for more high intensity residential development in this general location. The area is well served by commercial facilities which provide employment opportunities as well as shopping and service facilities.

Both residential and commercial deterioration has begun in the area surrounding the railroad north of Fifth Avenue. Part of this is due to the blighting influence of the railroad, but the major cause is that some of the oldest development in the City was in this area. Older property divisions provided small individual lots in the commercial areas, and older platting practices provided deep narrow lots on a gridiron street pattern in the residential areas. There has been some mixture in land uses and residential building types.

Residential rehabilitation and redevelopment is planned for the area north of Fifth Avenue and east of the railroad in the near future along with improvements in streets and utility services.

Surveys will also be conducted to determine the extent of blight in the rest of the section and the corrective measures which should be taken.

Earliest development in the Shoreview/Parkside/Los Prados area was single-family homes. People of the area have been mobile and there has been an increasing rental increment in the population. There has also been a large element of young families with small children. There has been some evidence of deterioration in the older sections, and it is expected that surveys in the future will determine its extent and provide means for halting further deterioration and removing spots of blight.

The major influences on the future of the section will be the Arthur Younger Freeway and development of the Shoreline area along San Francisco Bay.

4. Residential Densities.

This section explains the terms and assumptions of residential density.

TABLE 2-1. DENSITY RANGES

<u>Density Designation</u>	<u>Persons Per Acre</u>
Low	Under 16.00
Medium Low	16.01-24.00
Medium	24.01-30.00
Medium High	30.01-45.00
High	45.01-100.00

Residential Density Factors

Net lot area shall comprise the square footage of a lot of records. The net lot area shall be used to determine allowable residential densities to calculate the number of bedrooms per lot and to determine the number of units per lot.

Persons Per Bedroom

In estimating the number of people which can be housed in a given development, the Planning Commission shall anticipate 1.25 persons per bedroom. A studio apartment shall be considered as being equal to a one-bedroom apartment.

Density Bonus Standards

A bonus will be allowed when a residential development is proposed with unit sizes not exceeding the maximum listed below. The bonus will be available on an individual unit basis so that a developer can earn a proportionate share for each unit that qualifies with the above standards. The maximum bonus is 20% of the net lot area of the lot of record, which is then added to the net lot area and recomputed to allow a greater density to determine the number of bedrooms per lot.

MAXIMUM SIZES FOR BONUS UNITS

<u>Dwelling Unit Type</u>	<u>Maximum Square Footage of Habitable Floor Area</u>
Bachelor or studio	600
One-bedroom	800
Two-bedroom	1000
Three-bedroom	1200
Four-bedroom and more	200 each additional bedroom

- a. Development Criteria. Additional considerations are to be given to low-density planning areas and multiple-family developments.

Special criteria for low-density planning areas:

-The Planning Commission shall establish a density limit for the development of any parcel within the area.

-The Planning Commission may require that an application for Planned Development be submitted when any housing type other than single-family detached housing is proposed.

- In a proposed plan, no housing type more dense than two-family or townhouse shall be placed adjacent to or across a street from an existing single-family house.

Criteria to be used in consideration of all proposed plans for multiple-family development:

- There shall be excellent access to an arterial street or freeway.
- There shall be no traffic from the project on minor residential access streets.
- The development shall be close to a commercial location for convenience goods.
- Design of the project shall be compatible with the surrounding area.
- Special public service problems created because of the development shall be solved by the developer.

Proposed developments may be approved only if they will not cause the total development of the planning area to exceed the established density. In judging a proposed development, the Planning Commission shall consider both existing development and development that could occur on other property within the planning area.

The density established in the plan for each planning area does not indicate the type of housing development for the area.

5. Conversions

The current trend in conversions to Condominiums, Stock Cooperatives, and Community Apartments is expected to continue. On the one hand, converted units represent an opportunity for home ownership for individuals and an enhancement of community values which normally accompany home ownership. Additionally, the City's housing stock is upgraded and the tax base is strengthened through new investment in property improvements. On the other hand, conversions result in the displacement of some tenants and reduce the community's inventory of moderately-priced rental units.

Applications for conversion shall be processed and reviewed in accordance with development standards adopted by the Council from time to time and reflected in the City's Subdivision and Zoning Ordinances.

In reviewing applications for conversions, the Planning Commission and City Council may consider many factors to determine how desirable a conversion proposal is for the community. Among the many factors that the Planning Commission and City Council in their deliberations may consider are the following:

- Whether tenants to be displaced constitute a particular age group or segment of the community with living requirements which would be seriously affected through the conversion process.
- The extent to which the building to be converted provides similar standards and amenities as newly constructed owner-occupied units must provide.

-The condition of the structure and whether or not prospective owners will have reasonable assurance about the expected life of the structure and mechanical equipment

-The extent to which the proposed conversion is consistent with the general character and use of the area in which it is located. Several areas within the City have developed to their current status largely as a result of the availability of public and private transportation, access to commercial areas, and various other amenities. Such areas include residential apartment development around downtown area, along El Camino Real and near commercial centers. In evaluating the desirability of conversions in such areas, consideration must be given to the manner in which the present character and original purpose of residential development is maintained.

-To what extent the conversion meets the same purpose as those for which the original building approvals may have been granted. If, for example, a structure was approved for construction as a senior citizen project, the effect of a proposed conversion should be considered to ascertain whether the needs for which the structure was originally approved continue to be satisfied.

6. Senior Citizen Housing

San Mateo's senior citizen population has been increasing over the past several years. This increase has brought about increased demand for housing for the elderly. This demand is being partially met by private sponsors and HUD subsidized developments. The increasing concern for housing needs of elderly persons prompted the preparation of the Senior Citizen Housing Characteristics Survey.

The Survey dealt with the special housing requirements of the elderly and ways in which the City can meet those needs. The survey indicated that housing developments for the elderly are distinct in some ways from other residential developments. These distinctions were spelled out in the Survey, and special criteria and standards, based on these distinctions, were developed for dealing with the review of senior citizen housing projects. In their deliberations relating to senior citizen housing, the Planning Commission and City Council shall apply the criteria and standards stated in the City's Zoning Ordinance and in any resolutions adopted by the City Council.

The Zoning Ordinance should provide for senior citizen housing, and such housing shall, when authorized pursuant to the Zoning Ordinance, be exempt from the population density restrictions set forth in this document. Further, the Zoning Ordinance should provide for a population presumption of less than 1.25 persons per bedroom for senior citizen housing.

A new Senior Citizen Residential zoning district should be established. In order for a development to qualify as senior citizen housing under the aforementioned criteria and standards, an application for a Senior Citizen Residential overlay zoning and a Senior Citizen Special Use Permit shall be applied for and granted. This overlay zone should be superimposed over the underlying zoning and may be attached only to R3, R4, R5, Residential Districts, Commercial (C) and Executive (E) Districts (Example: R4/SC, C1-1/SC, E2/SC).

B. EXECUTIVE OFFICE AREAS

The last half of the sixties saw an explosive growth in office developments. The trend is continuing in the seventies and has been, and is being, encouraged by the City. According to the City policy, several types of office developments are emerging. Large acreages adjacent to freeway access have become executive office parks which feature extensive landscaping to effect a park-like setting. Projects in this category include Interland Office Park near CSM and Peninsula Office Park. The Borel complex near El Camino and Younger Freeway has been developing over several years. A forty-acre parcel, site of the Bay Meadows practice track, will be developed as such an office development in conjunction with supportive commercial uses.

Medical offices have long been a major business. The nucleus for such uses is Mills Hospital. Medical and dental offices, and laboratories cluster in the vicinity of Mills Hospital. Policy has encouraged doctors' offices along San Mateo Drive as long as the buildings and traffic are compatible with adjacent residential areas.

It has been recognized for a long time that a vital downtown is an asset to a community. San Mateo has been fortunate that its downtown has been and continues to be vibrant and thriving. Development policy is one of continued intensive use of downtown land.

The Central Business District with its mixture of business and office uses is surrounded by areas in

which City policy has encouraged office developments. Because of the proximity of services and other supportive businesses, such development is advantageous as long as compatibility with adjacent residential areas is taken into account when new buildings of this type are proposed.

Another area for future executive development is El Camino Real, especially between Ninth and Nineteenth Avenues. A special feature of such future development may be the inclusion of retail/commercial businesses on the first floor of office buildings. Similar to development in other areas, the transition from office buildings to residential areas behind them must be considered when projects are proposed.

1. Executive District Ordinance

Good design, beautification, provision of open space and the development of aesthetically pleasing urban areas are essential for quality commercial and executive office areas. Amenities can change crowded downtown spaces into places people wish to visit. The City Council recognized these truths and adopted new regulations designed to encourage good development by the use of incentives rather than restrictions. Design flexibility is permitted by the Executive Zoning District. Design freedom for building heights, innovative architectural treatments and the placement of buildings with respect to required yard areas is now possible, subject to staff and Planning Commission review. Bonuses of additional building bulk (measured by Floor Area Ratio) are

given for incorporating desired building features and project amenities.

C. COMMERCIAL BUSINESS

Commercial land uses may be broadly classified as either retail and general commercial or services and wholesale commercial. Functionally, commercial centers serve different trade areas and different markets.

San Mateo has two major shopping areas; there is the nationally known Hillsdale Regional Shopping Center and the Central Business District with its wide variety of specialty shops. These centers provide many goods and services which are unavailable on a neighborhood or community level. Hillsdale is a regional shopping center; the downtown district is a major concentration of shopping and personal service establishments, institutional uses and includes service firms and wholesale establishments.

Community and neighborhood shopping centers meet the daily shopping needs for goods and services. Retail shopping centers in San Mateo are listed in Table L-3 (see Technical Supplement).

There are 93 acres of developed land at community and neighborhood retail shopping centers. These same centers have 24 acres of vacant land available for expansion. Over 17 acres of this total is new development which has taken place since the 1967 land use survey. Borel Square and Concar Drive had new improvements in 14 acres. Together

these two new retail shopping centers represent a 20 percent growth in 2 1/2 years. . New retail stores have already been planned and approved for development on six acres at Concar Drive and South Grant.

Neighborhood shopping centers are located in residential areas close to the homes of their customers. Their convenience stores meet the daily shopping and service needs for a trade area population of 5,000 to 7,000 people. Community shopping centers are larger in area and have a wider variety of retail and service establishments than convenience or neighborhood shopping centers. A community shopping center serves a group of neighborhoods; their customers come from a larger trade area.

San Mateo can claim three community shopping centers: Twenty-Fifth Avenue, Bel-Mateo (41st to 43rd Avenues) and on South Grant at Concar Drive. The area along Concar Drive is rapidly being developed within the areas zoned for commercial land uses.

1. El Camino Commercial

Highway and service commercial land uses occupy most of the El Camino Real frontage south of the Younger Freeway to the Belmont City Limits. Redevelopment and intensification of existing land uses are expected. Beautification of El Camino Real commenced with undergrounding of utility wires from Belmont to 31st Avenue. Construction of a proposed median strip with planters

and addition of street trees will make this major arterial a more attractive place for customers. As parking is essential to attract customers, development of a strip or highway commercial will include off-street parking lots. These parking lots can be good transitional land uses between the commercial buildings and nearby residential uses. The recommended pattern of land use is a cluster of stores with a large parking lot to serve them all. Rear parking lots are efficient because they can eliminate driveways and permit full development of commercial frontage. Such developments can also improve the circulation of traffic on major streets.

D. MANUFACTURING

Sites for manufacturing plants are very limited. There are no major manufacturing plants in the City of San Mateo. One concrete batch plant and a large P.G.&E. switchyard are the only significant industrial developments within the City. Small processing, fabrication and assembly plants are welcome along with wholesaling and warehousing. The small amount of land available for manufacturing uses in San Mateo does not give the City an attractive share of the regional market. The locations along the railroad where manufacturing uses are permitted are immediately south of Peninsula Avenue, on the east side between 5th and 11th Avenues, south of 17th Avenue between Leslie Street and Garvey Way, and on both sides between Palm Avenue and South Delaware. This form of development will be discouraged.

There is a small industrial subdivision with vacant lots on Detroit Drive, which is off East Third Avenue near Marina Lagoon. There is also vacant property near the Bayshore Freeway interchange with the Younger Freeway. The westerly parcel next to Fiesta Gardens is partially developed with light manufacturing uses. A small district has been developed at Pacific Boulevard and Vista Avenue.

East of Bayshore Freeway there are 13 acres of vacant land which front on South Norfolk Street. There is an extensive auto reprocessing establishment on 4 acres next to Bayshore which will be relocated. A planned development for this 17 acre area will permit a feasible mixture of land uses.

E. SPECIFIC PLANS AND PLANNED DEVELOPMENT

Even before the adoption of the General Plan, San Mateo has had a policy for comprehensive planning. This resulted in the inclusion of a planned development ordinance in the Zoning Code and later in a heavy reliance on specific plans and planned development concepts for large or significant sites in the City. A specific plan for Lauriedale and Mariner's Island exists and work has begun on the Downtown Plan. Portions of the Housing and Land Use Elements are detailed enough to constitute specific plans in areas such as Bay Meadows.

Since the original adoption of the General Plan, several large areas have realized specific plans or planned developments.

The only large area of land for which no specific plan exists is the Sugarloaf area, approximately 230 acres of hilly lands located within the City Limits and unincorporated County land.

A plan was adopted and then later rescinded. It is expected that a new specific plan will be adopted before any development of Sugarloaf land occurs.

F. REDEVELOPMENT

The City of San Mateo has adopted policies to improve areas where deterioration has begun and to actively promote rehabilitation. The areas where rehabilitation and redevelopment are likely have been mentioned elsewhere in the General Plan. Creation of a central cultural and civic center and some redevelopment along El Camino Real were adopted in the Policy Plan. The areas projected for residential rehabilitation and redevelopment are listed on the following page.

TABLE 2.2. AREAS OF LIKELY REDEVELOPMENT

Planning Area	Reference Page No.	Remarks
East San Mateo	44	There is likelihood of redevelopment along the major traffic ways.
Hayward Park	45	Private redevelopment to apartments is projected for the area west of Palm Avenue.
North Central	48	Private redevelopment for more multiple family housing.
San Mateo Heights	50	Private and public redevelopment is likely.
Central	42	This is a prime area to initiate a code enforcement program to improve the quality of homes.
Central Business District	43	The corridor between Third and Fourth may be utilized as an esplanade or boulevard.
NE Hillsdale	48	Some private redevelopment is projected at locations which meet the criteria.
25th Avenue	53	Greater density is expected to result from private redevelopment (it is most likely on large parcels) and from reclassification of selected properties east of Isabelle and Hacienda Avenues at locations which meet the criteria.
North Shoreview	49	A future freeway overcrossing to connect Tilton Avenue with Monte Diablo..... will stimulate redevelopment activity - all multiple-family developments to be located between Norfolk or Kingston and Bayshore Freeway.
Westshore	54	"Redevelopment to increase the number of apartment units in the existing multiple-family area is possible."

TABLE 2.3. POPULATION BY PLANNING AREA

Planning Area	Federal Census 1960	Federal Census 1970	Projected Population at Full Development
Aragon	2,500	2,534	2,800
Bay Meadows	0	0	0
Baywood	1,847	1,840	3,300
Baywood Knolls	3,757	3,756	3,750
Baywood Park	1,403	1,471	3,500
College Heights	0	406	1,400
Country Club Heights	1,430	1,390	2,600
East San Mateo	1,699	1,781	2,500
Fiesta Gardens	2,457	2,165	2,550
Foothill Terrace	606	654	1,150
Hayward Park	2,550	2,575	3,500
Highlands	2,293	2,944	3,550
Laurelwood	429	1,734	Undecided
Lauriedale	0	250	4,600
Los Prados	110	2,722	3,750
Mariner's Island	0	365	4,700
Nineteenth Avenue	1,271	1,242	1,200
North Central	1,460	3,627	4,150
Northeast Hillsdale	4,047	3,901	5,100
North Shoreview	3,868	3,844	4,000
Northwest Hillsdale	2,532	2,240	2,350
Parkside	3,809	3,967	4,000
San Mateo Heights	3,187	3,978	5,100
San Mateo Park	2,867	2,987	3,200
San Mateo Village	5,302	4,814	5,200
Southeast Hillsdale	3,861	3,990	4,000
South Shoreview	6,379	6,219	6,800
Southwest Hillsdale	1,291	1,582	1,500
Sunnybrae	2,905	2,700	2,900
Twenty-Fifth Avenue	3,459	3,651	4,700
Westshore	1,112	2,040	2,150
Shoreland	0	0	0
Central	4,097	4,571	5,500
Central Business District	1,030	1,416	1,700
TOTALS	73,558	83,356	107,200 (excluding Laurelwood)

TABLE 2.4 PLANNING AREA DENSITIES

PLANNING AREA		EXISTING RESIDENTIAL LAND DEVELOPMENT		PROJECTED RESIDENTIAL LAND DEVELOPMENT (Presently Undeveloped)		PROPOSED DENSITY for all the RESIDENTIAL LAND DEVELOPMENT (Existing Plus Projected)	
No.	Name	Land Area GRA	Existing Density POP/GRA	Estimated Land Area GRA	Density Ratio of New Devel. POP/GRA	Density Ratio POP/GRA	Density Classification
A	Aragon	149.69	17.50	4.80	30.0	18.0	ML
B	Bay Meadows	0	0	0	0	0	
C	Baywood	90.2	30.4	4.4	100.0	36.0	MH
D	Baywood Knolls	286.07	13.01	2.53	13.0	13.0	Low
E	Baywood Park	212.09	12.82	65.65	15.0	12.5	Low
F	Central	187.02	23.69	2.74	32.0	29.0	Medium
G	Central Business District	35.35	33.29	1.93	100.0	45.0	High
H	College Heights	46.6	20.8	5.6	29.5	29.5	Medium
I	Country Club Heights	106.0	15.8	13.6	26.5	20.0	ML
J	East San Mateo	93.75	18.31	0.58	--	28.0	Medium
K	Fiesta Gardens	88.82	28.27	0	--	28.5	Medium
L	Foothill Terrace	79.4	13.0	5.4	16.0	12.5	Low
M	Hayward Park	124.41	21.80	0.33	--	23.0	Medium
N	Highlands	209.58	15.12	16.0	30.0	16.0	Low
O	Laurelwood	196.91	16.01	226.29	21.0	19.5	ML
P	Lauriedale	37.38	37.9	75.0	42.6	40.8	MH
Q	Los Prados	82.9	38.1	10.8	50.0	40.0	MH
R	Mariner's Island	53.1	33.5	43.0	47.1	39.6	MH
S	Nineteenth Ave. Park	45.68	26.57	0.0	--	27.0	Medium
T	North Central	114.4	33.1	1.1	45.0	36.0	MH
U	Northeast Hillsdale	178.63	22.42	0.0	--	28.5	Medium
V	North Shoreview	159.61	24.34	4.59	25.0	25.0	Medium
W	Northwest Hillsdale	157.58	14.80	0.41b	16.0	16.0	Low
X	Parkside	178.72	22.53	0.0	--	23.0	ML
Y	San Mateo Heights	148.94	26.52	1.60	70.0	34.0	MH
Z	San Mateo Park	293.2	10.2	3.26c	11.5	12.0	Low
AA	San Mateo Village	252.58	20.57	.70	--	22.0	ML
BB	Southeast Hillsdale	221.35	16.72	.55	--	18.0	ML
CC	South Shoreview	291.55	21.38	0.0	--	23.5	ML
DD	Southwest Hillsdale	129.78	11.66	0.11	16.0	12.0	Low
EE	Sunnybrae	120.24	22.43	0.0	--	24.0	ML
FF	Twenty-Fifth Ave.	197.9	20.6	1.68	44.0	23.5	ML
GG	Westshore	67.35	30.89	0.41	--	32.0	MH

NOTES: Existing Residential Land Areas and Population from Land U.S. Survey and 1967 Census: a, 9 vacant lots in RI-B Zoning District; b, insignificant amount of vacant land; c, 12 vacant lots in RI-A zoning.

*1973 Approximation *Mariner's Island #1,2,3

GRA = Gross Residential Acres
 POP = Population
 ML = Medium Low
 MH = Medium High

IV. PLANNING AREA DESCRIPTION (ALPHABETIC ORDER)

A. ARAGON PLANNING AREA

The residential portion of the Aragon Planning Area is almost completely developed. However, there is potential for private redevelopment along the El Camino Real frontage and in the multi-family residential zones. Refer to page 40 for the detailed density map of this area.

The non-residential west frontage of El Camino Real, south of Aragon Blvd., is designated as a location for high quality office development, although a mixture of commercial uses on the ground floor and office or residential uses on floors above the ground floor will be encouraged on properties now zoned for commercial uses.

High rise development will be prohibited except along this frontage. Any high rise application for this frontage will be carefully examined for compatibility with adjacent residential uses. Buffers in the form of setbacks and architectural detailing between commercial/office developments and adjacent residential uses, which may exceed the minimum Zoning Code standards, may be required as a condition of approval for a high rise special permit.

B. BAY MEADOWS PLANNING AREA

This centrally located area is uninhabited. It lies between Fiesta Gardens and San Mateo Village, both of which are predominantly single-family residential in character. The Bay Meadows

Racetrack is across the Southern Pacific Railroad from the Hillsdale Regional Shopping Center and northerly of Hillsdale Boulevard. The San Mateo County Fiesta Fairgrounds occupies the area north of the racetrack. Long range plans for the area call for the Fair Grounds to remain a public facility. The race track and uses which are ancillary to it will also remain, except that the surplus practice track area is suitable for a high quality office park.

The large site (about 40 acres) and the potential for an exciting development will require development to occur under planned development procedures. It is expected that specialized commercial and service uses will be incorporated in the office developments. The non-office development may cater to patrons of Bay Meadows, or other specialized markets, but should not compete with the typical business found downtown and at Hillsdale.

Vacant land between Delaware and the railroad is proposed for office development.

C. BAYWOOD PLANNING AREA

Baywood is one of the more intensively developed neighborhoods in the City. Because of the Baywood's proximity to the downtown, development of parcels fronting on El Camino Real will have the opportunity to develop at greater intensities and densities than those parcels to the west. Refer to page 41 for the detailed density map of this planning area.

In order to create a visual transition between El Camino Real frontage and the single family and low and medium rise multi-family area to the west, the opportunity to apply for high rise buildings will be permitted only on lots fronting El Camino Real and on lots zoned R-5.

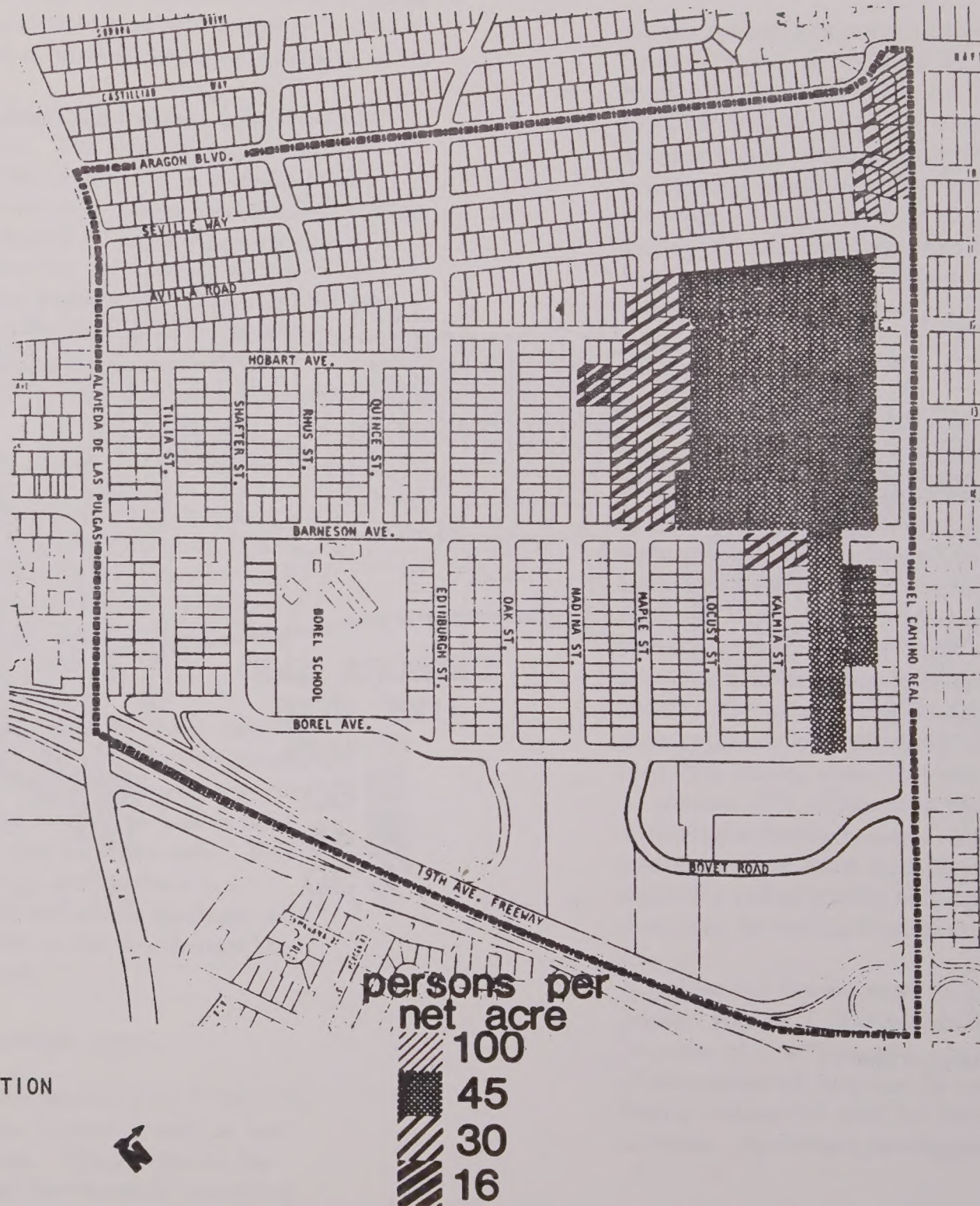


FIGURE 2.2

ARAGON POPULATION
DENSITY

4/20/81

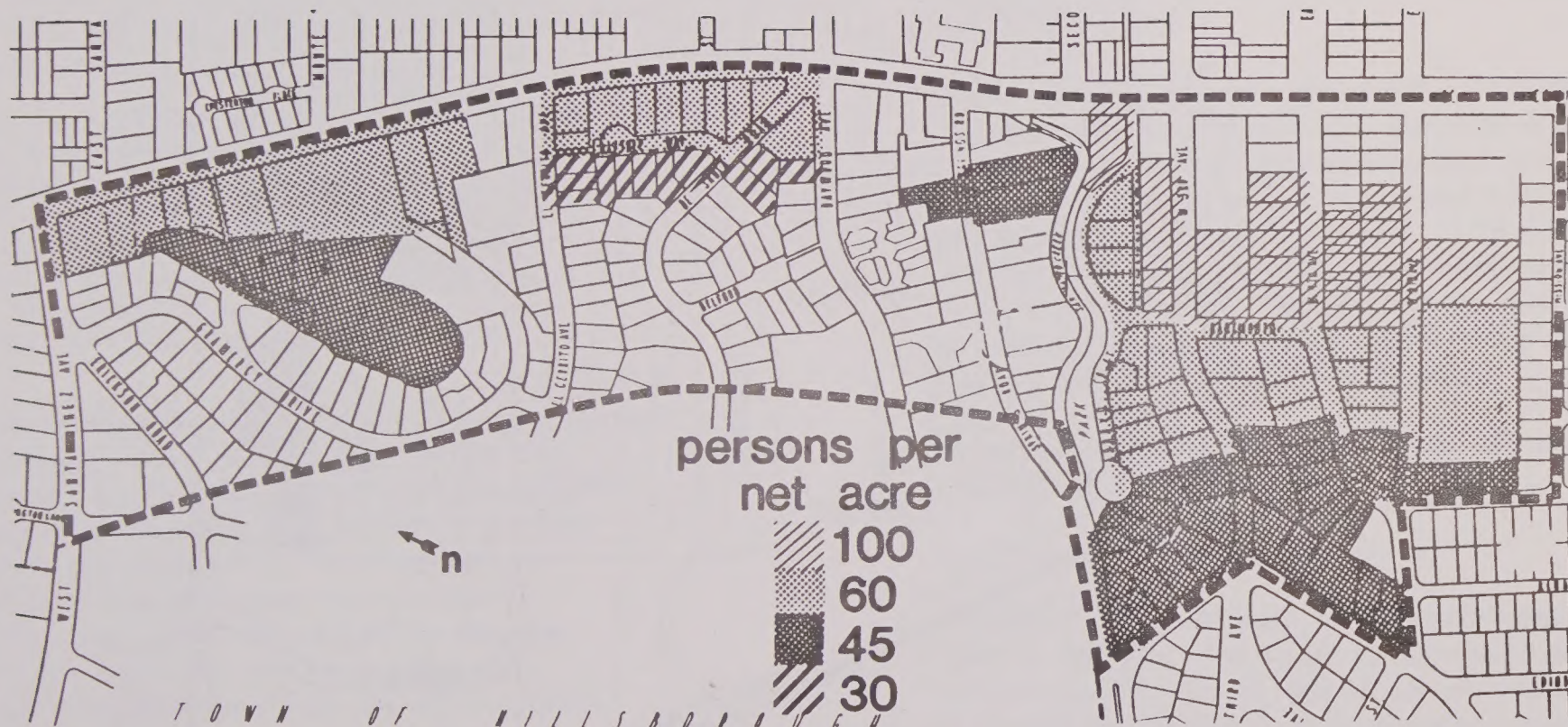


FIGURE 2.3

BAYWOOD POPULATION
DENSITY

5/18/81

Most of the vacant land has been committed to development. The majority of future construction will necessarily occur through redevelopment of already improved parcels.

This neighborhood includes the fringes of the downtown commercial/office area. The west frontage of El Camino Real south of Baywood Avenue is designated as a location for high intensity office development. Such uses may be developed only on properties now zoned for commercial or executive uses subject to the condition that adequate transitional buffers of land uses and building heights in the form of setbacks and architectural detailing are maintained between commercial/office development and adjacent residential uses.

D. BAYWOOD KNOLLS PLANNING AREA

The Baywood Knolls Planning Area is almost entirely a single-family residential area. There are 2 1/2 acres of undeveloped residential property in nine individual lots which are presently zoned R1, and which shall be developed in the low-density residential range.

There is a small strip of multiple-family development north of St. Matthew's School and Church. In light of policies put forward elsewhere in this element, this portion of El Camino Real is permissible to be redeveloped to office uses. This shall not occur, however, unless there is a development scheme for the entire frontage, and until adequate transition to the low density residential areas is assured.

E. BAYWOOD PARK PLANNING AREA

Baywood Park lies in the western part of the City and includes land in the County as well as land in the City of San Mateo. The portion in the City includes a planned development consisting

of single-family homes and townhouses, and vacant lands adjacent to Highway 92 and to Polhemus Road. Future development of buildable land within the City will be required to be of the single-family detached type, but may include duplexes adjacent to the freeway and along the frontage of De Anza Boulevard. Areas in the County proposed for annexation and for development will be required to be of the single-family detached type. The overall density of the planning area shall remain in the low-density category.

F. CENTRAL PLANNING AREA

There are no R1 Districts in the Central Planning Area. It is predominantly zoned R2 and R3 with a large R4 area located between Monte Diablo and San Mateo Creek and extending 2-1/2 blocks east of the railroad. Commercial zones are located along the Bayshore Freeway Frontage road and along Third Avenue and South Delaware. There is one concentration of medium-high density apartments at East Poplar Avenue and North Humboldt Street. Other small apartment buildings with four to nine units are located along Idaho Street and at random locations among areas that are predominantly single family. At present 70% of the gross residential land area is developed with single-family houses. Most of these are two-bedroom houses that are more than 40 years old. When it is found desirable, after public hearings, a portion of the Planning Area may be reclassified to an R1 District.

If residential development is increased as permitted by present zoning, 1,300 additional units would bring a possible increase of 2,400 people. It is projected that less than 40% of this potential increase be accommodated. Multiple family residential shall be located in accordance with adopted criteria. Apartment developments will be generally west of

Delaware to Monte Diablo, west of Claremont to Poplar Avenue, and south of First and Second Avenues.

Since this neighborhood contains substandard housing, a renewal program of some kind is a possibility. The type of program will depend on the condition of areas selected as well as methods available to carry out a project. The area to be included would be determined after a survey of structures and an urban renewal plan would have to be prepared outlining in detail the future land and building configurations for whatever area is selected.

Also, spot redevelopment is proposed to increase the number of low and moderate-priced dwelling units for residents with lower incomes. A wide range of housing types will result to provide multiple-family development and still preserve the single-family character of the neighborhood. Highest densities will be closest to downtown San Mateo.

The proposed density range for the overall planning area is the medium category.

Since this area borders on the fringes of the Central Business District, it includes an area in which uses are in transition. However, commercial uses are not expected to expand in the Central Planning Area from downtown.

G. CENTRAL BUSINESS DISTRICT PLANNING AREA

There is a wide variety of locations where residential development is permitted within this planning area. Most of the land presently zoned for residential development lies between Third and Fourth Avenues east of Delaware Street and along the west side of Delaware between

Fifth Avenue and Birch.

There is an additional possibility of high-rise residential development in commercial and executive zones. Under a planned development, this could result in well-integrated commercial and residential development, suitable in the downtown area.

The corridor between Third and Fourth Avenues is proposed for reclassification. It may be utilized as an esplanade or boulevard into downtown San Mateo.

The R2 and R3 zones on the west side of Delaware have a number of duplexes and back up to an M2 zoning district. Residential development permitted in this downtown area shall be a planned development in the high-density range.

The Central Business District (CBD) is one of the major centers for commercial businesses and office development. It is a General Plan policy that additional developments of commercial/office nature be encouraged, subject to the goals for downtown as enunciated by the Greater Downtown Commission.

H. COLLEGE HEIGHTS PLANNING AREA

Most of the land in this area has been committed to development. Residential development started with single-family homes, and it was followed by approval of townhouses and apartments.

Because of excellent access to Hillsdale Boulevard and the Arthur Younger Freeway, and because of this

planning area's relationship to surrounding areas, residential development may occur in the medium-density range.

The portion of the planning area between Hillsdale Boulevard and the College of San Mateo has been zoned for executive office uses and is being developed accordingly.

I. COUNTRY CLUB HEIGHTS PLANNING AREA

The remaining lands available for residential development are 8.40 acres adjacent to Peninsula Office Park on the north westerly boundary, zoned RI-A, and a 5.23 acre triangular parcel zoned A. Vehicular access to these properties is planned from Hillsdale, via Campus Drive.

The above-mentioned areas are in the form of steep hillsides with a few knolls and trees. Natural vegetation and contours should be preserved whenever possible. Therefore, a planned development shall be required in the event of development, unless such development is of the single-family type.

Density for the undeveloped area shall not exceed the medium-density range. Residential density for the entire area shall not exceed the medium-low range and shall be in the vicinity of 16 to 20 persons per acre.

Peninsula Country Club is not within the City limits but is entirely surrounded by the City of

San Mateo and is dependent on some City services. It is logical that the Club should be annexed to the City. In this event, however, a policy concerning its future disposition should be developed prior to annexation.

Some 54 acres have been committed to executive office park development in the Peninsula Office Park, which will take a number of years to complete.

No plans have been made for the approximately five-acre parcel on the Alameda between California Casualty building and homes to the south. Office development is anticipated. It shall recognize the scenic nature of the site.

J. EAST SAN MATEO PLANNING AREA

East San Mateo Planning Area extends from fourth to Tenth Avenue and between Delaware Street and Bayshore Freeway. With the exception of a strip of land adjacent to South Amphlett Boulevard, all the land is either in the R2 or R3 zoning district and 70% of this residentially used land is developed with single-family houses. There is less than an acre of vacant land, so there will be no appreciable change when it is developed. Existing zoning will permit over 600 additional dwelling units and an estimated population increase of over 1200 people. Many of the lots in this planning area are less than 50' wide, so apartment development is restricted. When a group of lots can be combined to form a larger land area,

apartment development becomes practical. Small two-story apartment buildings have been constructed throughout the planning area. The greatest concentration of multiple-family development is located between Fourth Avenue and Fifth Avenue. The existing residential density is in the medium-low range, there being less than 20 persons per acre. With the anticipated development that is permitted by present zoning, the density could fall in the medium range. Greater centralization of business and employment in the downtown area will have an impact upon the East San Mateo Planning Area.

Accessibility to public transportation will increase its desirability for high density residential development. With the potential increase of dwelling units permitted by zoning and the likelihood of redevelopment along the major traffic ways, the proposed range of density shall not exceed the medium category.

Townhouses, duplexes and small apartments are likely types of residential development. When large land areas can be accumulated, higher density apartment developments will be permitted at locations close to downtown San Mateo.

K. FIESTA GARDENS PLANNING AREA

No change is proposed in residential development policies in this area. The total residential development of the area should remain within the medium-density range. Higher density will be permitted only where existing multiple-family zoning is located.

L. FOOTHILL TERRACE PLANNING AREA

The only remaining unsubdivided lands are a 3.32 acre parcel, portion of the de Tristan Estate, to be developed with single-family homes with access from Caribbean Way. Existing density is low and additional development shall not exceed the low-density range.

M. HAYWARD PARK PLANNING AREA

The Hayward Park Planning Area extends from Fifth Avenue to 19th Avenue between El Camino and the Southern Pacific Railroad. Residential areas close to Central Park are zoned R5 and will accommodate high rise residential buildings in the high-density range. Three story garden apartments extend south to Tenth Avenue in the area between Palm and the executive zones along El Camino Real. All the lots fronting on Palm and those extending to the commercial and executive zones along El Camino Real are in the R2 District. Even so, residential development in this area is, and will continue to be, characterized by older single-family dwellings in good condition. Property fronting on South B Street is predominantly R2 and R4 with many duplexes and small apartments. The lots fronting on the avenues between Palm and South B Street are zoned R1 and developed with single-family housing. No change is projected for this medium-low density zoning district.

Private redevelopment to apartments is projected for the area west of Palm Avenue. High quality duplexes, townhouses and apartment buildings are

proposed. Reclassification of groups of lots in the existing R2 zoning district will be welcomed when planned community developments follow. Well-designed, high-quality residential developments will be permitted, if they are in harmony with both the existing single-family houses and the business properties along El Camino Real.

Residential development permitted by existing zoning will add 600 dwelling units which will house on estimated 1,275 people. If 45% to 60% of this potential is realized along with some reclassification and subsequent redevelopment, the proposed density will stay in the medium range.

Private redevelopment is occurring, particularly close to downtown and Central Park and in the block between Palm Avenue and El Camino Real south to 16th Avenue. Density shall not exceed the medium-high range. Along with redevelopment of land to apartment buildings, there may be additional non-residential development. The frontage along El camino from Ninth Avenue to Nineteenth has been designated a logical and desirable location for office development, with the possibility of having retail commercial uses on the ground floor. Since the depth of the frontage is rather shallow, care shall be taken to insure adequate buffers between residential and nonresidential development.

N. HIGHLANDS PLANNING AREA

All of the residential portion of the Highlands Planning Area has been developed with single-family homes with the exception of undeveloped

areas on Polhemus Road, and a 2 acre undeveloped parcel on Parrott Drive.

Development of the parcel on Parrott Drive shall not exceed medium-high density and development of the land on Polhemus Road shall not exceed medium density. Because the terrain in the latter area ranges from relatively flat to very steep, permitted development is expected to occur in clusters along Polhemus Road, while the steep terrain is preserved in open space. To recognize this development pattern, the population density count will therefore be transferred from the open space land to the buildable area when both areas are under the same ownership.

Any other residential development shall be detached single-family homes, although most of the planning area consists of steep terrain too difficult to develop.

The Crystal Springs Shopping Center located at DeAnza and Polhemus Road is the only commercial development in the planning area.

O. LAURELWOOD PLANNING AREA

The planning area consists of two sections. The subdivided and developed portion is one; it consists of apartment buildings in the vicinity of Glendora and Hillsdale Boulevard, duplexes along Glendora, and single-family homes in the west. The urbanization of the last years has come to several natural barriers which limit further expansion.

The second area is the unsubdivided land, some of which lies within the City limits of San Mateo, some in Belmont and also in the County. This area is dominated by Sugarloaf Mountain and is character-

ized by rugged terrain. North sides of slopes are covered by trees while the tops of the hills and the remainder of the land is covered by grasses and chaparral.

The unsubdivided and undeveloped part of Laurelwood will be planned as a single unit. Steep terrain and the need to preserve slopes, vegetation, and topography will necessitate the concentration of development in portions of the area.

After various reports and surveys on this area are completed, a plan will be prepared to determine the appropriate densities and the selection of open space to be preserved.

In any case, no additional development will occur until a Specific Area Plan, indicating extent and intensity of development is adopted.

P. LAURIEDALE PLANNING AREA

Lauriedale includes about 124 acres, of which 113 are either developed for residential uses or scheduled for residential development.

A specific plan for the residential portion of the planning area has been adopted and is the specific guide for future development. City policy will require future residential developments to occur under planned development procedures.

Proposed residential development of the vacant property will depend upon the circulation system that is provided to serve it. If a new railroad overpass/underpass is constructed to connect Laurie

Meadows Drive with El Camino Real, and if a Bayshore Freeway overcrossing is provided to extend Laurie Meadows Drive into East Belmont for connection to Ralston Avenue, then medium-high density development will be permitted. This secondary arterial is a necessary prerequisite. Planned Developments are proposed for all apartment projects. Private park and recreation areas are also required. Development plans will be reviewed in relation to adopted criteria for multiple-family development. Density will be comparable to existing apartments.

The proposed overall density for the planning area shall not exceed the medium-high range.

The nonresidential lands along Pacific Boulevard are one of the few locations in San Mateo in which warehousing, light industrial uses have been established.

Q. LOS PRADOS PLANNING AREA

The present mix of building types includes single-family houses adjoining the south and east boundaries of Los Prados Park, duplexes and two-story apartment buildings between Los Prados and Marina Lagoon and two high-density two-story apartment complexes near Bayshore Freeway. The proposed residential development on the still vacant 11 acres will be at 31 people per acre. The resulting overall density for the Los Prados Planning Area will be in the medium-high range.

R. MARINER'S ISLAND PLANNING AREA

Mariner's Island is located between Marina Lagoon and Foster City. It is being planned as a water-oriented residential community with a variety of building types. Mariner's Island includes about 96 acres of land either developed for residential use or scheduled for residential development.

A specific plan has been adopted as a specific guide for future development of Mariner's Island, including both residential and other uses. The policy will continue to require Planned Development of this undeveloped area.

S. NINETEENTH AVENUE PLANNING AREA

There are four acres of R4 zoned land along South Grant Street. This area is entirely developed with fourplexes. It has a high density with more than 50 persons per acre. The remaining residential portion of 19th Avenue Planning Area is developed with single-family homes. This portion contains 236 houses and is medium-low density. The combined or overall density for the planning area is now and will remain in the medium category. No additional residential development is proposed.

T. NORTH CENTRAL PLANNING AREA

Present residential development includes Woodlake, a huge complex with nearly 1,000 apartment units and more than 1,500 tenants. There are multiple-

family developments scattered throughout the area. Even though there are no R1 zones, there are over 260 single-family houses. They occupy 43% of the gross residential land area. The enclave of single-family houses on Humboldt Street and North Idaho between Poplar Avenue and Peninsula Avenue shall be preserved.

Property along Woodside Way which abuts the Southern Pacific Rail Line is classified as multiple-family residential with a population potential in the high density range. The remaining residential space shall not exceed the medium density range.

The potential development permitted by existing zoning could add over 500 apartment units. These might house from 1,000 to 1,200 additional people. If 40% of this potential is realized, it would cause a 10% increase in the present density. This would still be at the low end of the medium-high density range.

There are many different housing types in the North Central Planning Area. It is proposed that the present diversity be continued. This will require conservation of single-family houses in good condition and some rehabilitation to improve the quality of the older houses. It is proposed that whenever possible, groups of lots be assembled to permit flexible design of private redevelopment for multiple-family housing that meets adopted location criteria.

U. NORTHEAST HILLSDALE PLANNING AREA

There are no vacant areas for residential development

in the Northeast Hillsdale Planning Area. Three-fourths of the residential land area is occupied by single-family homes. The remaining fourth includes all of the Hillsdale Garden Apartments and the multiple-family developments between Flores Street and El Camino Real.

Present density of the entire planning area exceeds 22 persons per acre. With more intense use of land in the R2, R4 and R5 Districts, this density could increase but shall not exceed the medium-range category. Existing zoning permits this potential increase. In addition, some private redevelopment is projected at locations which meet the criteria of the adopted Residential Density Policy.

The planning area includes a major portion of Hillsdale Regional Shopping Center. It is one of two major centers in San Mateo and is known nationally. In contrast to the specialty shops downtown, Hillsdale offers general sales items. Intensification of uses is a possibility.

V. NORTH SHOREVIEW PLANNING AREA

The remaining vacant land suitable for residential development is 4.2 acres next to Bayside Park. A subdivision of single-family houses is proposed for this undeveloped area. No new residential areas are proposed along the shoreline.

The existing residential development in the North Shoreview Planning Area is predominantly

single-family houses.

Multiple-family development only occupies 8% of the total area in residential land use. These high-density areas are located between North Kingston and Bayshore Freeway and adjacent to East Third Avenue. The present and the proposed overall residential density will remain in the medium-density range. The type of residential development will remain the same.

New streets are proposed to improve circulation in and through North Shoreview. A future freeway overcrossing to connect Tilton Avenue with Monte Diablo and extension of North Norfolk to join North Kingston will stimulate redevelopment activity. It is proposed that all multiple-family development be located between Norfolk, Kingston, and Bayshore Freeway. New two and three-story apartments and motels can be developed when new streets improve the access to this area.

W. NORTHWEST HILLSDALE PLANNING AREA

The Northwest Hillsdale Planning Area is substantially developed. It is not anticipated that there will be any redevelopment in the immediate future. The density is and shall remain under 16 people per acre.

X. PARKSIDE PLANNING AREA

The Parkside Planning Area is entirely developed with single-family houses. The type of residential development and the density range shall remain the same.

Present density is less than 24 persons per acre and is in the medium-low category.

Y. SAN MATEO HEIGHTS PLANNING AREA

San Mateo Heights Planning Area has less than two acres of vacant land in the R4 and R5 zones.

Present residential development consists primarily of single-family houses. They occupy 55% of the gross residential land area. Enclaves of single-family houses in good condition shall be preserved. No change is projected for the single residential developments in the R2 zones between East Bellevue Avenue and East Poplar Avenue. Small apartments are scattered throughout the planning area with larger two and three-story apartment buildings on the larger lots. High density quality apartment buildings have been constructed in the area along Elm Street. This area is convenient to downtown San Mateo and is one block from El Camino Real. In contrast, there are a number of older houses throughout the planning area. Where old structures become unsound and/or unsafe, the property is subject to redevelopment. Some of these old buildings are located between San Mateo Drive and the railroad, and south of Poplar Avenue.

Present zoning will permit 1,500 more apartment units for a potential increase of 2,800 people. The present density is less than 30 persons per acre. With the potential intensification and redevelopment of property, it is proposed that the density range from 30 to 45 persons per acre. The overall residential density for the planning area is medium-high. This is equivalent to that permitted in an R3 district.

El Camino Real, north of Tilton Avenue, is a tree-lined arterial which serves as a common border between San Mateo Heights and San Mateo Park, one of the most exclusive areas of the city. The quality of this portion of El Camino should be preserved. Residential development along the west frontage of El Camino has enhanced this street and provides an attractive transition from San Mateo to the Eucalyptus-lined El Camino Real of Burlingame. Similar design features and aesthetics should continue to be incorporated into new development occurring along the east frontage of El Camino Real to complement the westside development.

In order to accomplish this objective, it is proposed that residential development, to the exclusion of commercial and office development would include duplexes and townhouse complexes and garden apartments on larger lots. Plottage (along El Camino Real and other parts of the planning area) is encouraged because a group of lots provides more opportunities to design multiple family residential complexes with amenities.

The continued use and development of areas currently zoned executive would be considered compatible with the above objective. However, any redevelopment of commercially zoned areas would be encouraged to develop to office at E2 standards or residential at R4 densities.

Design control will be utilized to ensure that adequate landscaping and architectural treatment is incorporated into each development. Medium-rise residential developments, similar to the Highlander and Cordilleras Gardens shall be limited to areas close to or along El Camino Real.

A major north-south arterial is San Mateo Drive. Over the years, San Mateo Drive has become a center for medical/dental offices. It has been City policy to encourage this development trend. The northern portion of San Mateo Drive has evolved into an area of automobile sales and automobile related uses. Additional automobile uses will be allowed only if adjacent to existing auto uses. Special attention must be given to assure compatibility with the residential zones in the area.

As a transition from this cluster of auto uses to the office uses to the south and the residential uses to the west, service commercial uses will be encouraged for the balance of the San Mateo Drive frontage.

Z. SAN MATEO PARK PLANNING AREA

The only remaining undeveloped areas in San Mateo Park consist of scattered vacant lots. Any development of these lots shall be single-family houses.

The R4 zoning district fronting on El Camino Real has been developed with three-story apartment houses in the R1-A district without benefit of a moderate-density range buffer.

Any future development will be restricted to that in accordance with present zoning in that area and at a density not to exceed 45 persons per acre.

AA. SAN MATEO VILLAGE PLANNING AREA

About 92% of the total residential area is developed with single-family homes. Apartment developments are concentrated in three areas; on East Hillsdale Boulevard near Bayshore Freeway, at the westerly end of Poinsettia Avenue and off Pacific Boulevard on 39th, 40th and 41st

There is less than one acre of vacant land for proposed residential development. Development shall not exceed the medium-low density range.

The single-family residential area between East Hillsdale Boulevard and Bay Meadows Race-track will be reviewed if and when redevelopment of Bay Meadows occurs. If substantial portions of this residential area are to be reclassified in keeping with proposed new developments, it may be desirable to move the Bay Meadows Planning Area boundary to East Hillsdale Boulevard.

BB. SOUTHEAST HILLSDALE PLANNING AREA

Little or no change is expected in the residential development of this planning area. There are duplexes and two and three-story apartment buildings within three blocks of El Camino Real. All the rest of the residential area has been developed with single-family houses. The present and the proposed overall density is in the medium-low range. Any new development shall conform to these standards. A density ratio of 18 will permit private redevelopment and intensification of residential land uses in existing R2 zoning districts. No change in existing zoning is proposed at this time.

Reevaluation of the areas close to El Camino Real may recommend reclassification to permit medium and medium-high density residential development. Two and three story apartments would be considered in relation to the adopted criteria for multiple-family development. These changes would be accomplished within the proposed density range and without changing the single-family character of the Southeast Hillsdale Planning Area.

Commercial uses cluster along El Camino. There is a considerable mixture---services uses, commercial and highway oriented. Just before El Camino enters Belmont, it passes by Bel Mateo Shopping Center, a community shopping center. While it was built at one time, it is separated into several parts by public streets.

San Mateo County Chope Hospital on 39th Avenue is the center for public health and welfare activities. It is an acute medical-surgical hospital which generates a

large outpatient clinic. It provides psychiatric help and has a drug center for rehabilitation programs. Ancillary public and private medical services can be located in the immediate vicinity. The site has vacant land to accommodate expansion; however, there is a possibility that Chope Hospital may be closed as County programs change. Before any alternate land uses are considered for this site, a specific plan shall be prepared.

CC. SOUTH SHOREVIEW PLANNING AREA

At present less than five acres of multiple-family uses border the Shoreview Shopping Center and all the remaining residential development is single-family houses. There is only one vacant area proposed for new residential development. It is the nine acres of undeveloped land that are southeast of Norfolk and along East Third Avenue. It is proposed that this property be used for medium-high density residential development.

Commercial uses can be found along the south side of East Third Avenue and the Shoreview Shopping Center on South Norfolk Street. There is one commercial establishment, a motel and a vacant, commercially-zoned, parcel on South Bayshore Blvd., adjacent to U. S. Highway 101.

Except for property along East Third Avenue and South Bayshore Blvd., the increased population will be modest and there will be little change from the existing overall medium-low density range in response to the present single-family zoning.

Any future development of the vacant parcel or private redevelopment of the existing commercial use will utilize a high-density population range to conform to multi-family residential zoning.

DD. SOUTHWEST HILLSDALE PLANNING AREA

The Southwest Hillsdale Planning Area is substantially developed. It is not anticipated that there will be any redevelopment in the immediate future. The density is and should remain under 12 people per acre.

EE. SUNNYBRAE PLANNING AREA

There is no vacant residential land and no new residential development is proposed. R2 Districts are located on the south side of Tenth Avenue and in other locations near the boundaries of this planning area. Many duplexes have been developed, but over 90 additional units may be added within the R2 zone. There is a complex of two-story apartment buildings near South Claremont Street and 16th Avenue, with single-family houses.

No change in overall residential density is proposed. The density range shall remain in a medium-low category except for the property between Delaware and the railroad where a medium-high density would be encouraged.

FF. TWENTY-FIFTH AVENUE PLANNING AREA

All of the planning area westerly of Isabelle and Hacienda Avenues has been developed with single-

family houses. No change in development types is proposed for this large area. Multiple-family residential development is located between Hacienda and El Camino Real both north and south of 25th Avenue.

Few vacant lots remain to be developed in this neighborhood. The average density for these vacant lots will be medium-high if they are developed according to the zones in which they are located.

As for the other residential areas which generally lie within three blocks of El Camino Real, greater density is proposed. It can result from private redevelopment and/or the addition of dwelling units where permitted by existing zoning. The likelihood of redevelopment is greater for the large parcels than for the small individual lots. It is proposed that reclassification of selected properties east of Isabelle and Hacienda Avenues permit greater density at locations which meet the criteria. When combined with existing density of the single-family areas the proposed density still falls within the medium-low range.

The nonresidential areas of the neighborhood are extensive and include land between El Camino and the railroad, the frontage along El Camino on the westerly side, 25th Avenue and 20th Avenue.

The area along 20th Avenue has been developed as an office complex over twenty years. One and two-story buildings house City Hall, County Public Health and Welfare offices, the Postal Data Center, the National Federation of Independent Businesses, and other executive and administrative offices. As some of the older buildings make it

feasible, redevelopment and more intensive land use is expected in the foreseeable future.

Twenty-fifth Avenue is a community shopping center of specialty shops. It has a special appeal resulting from small stores fronting on the street. This is a vital shopping area. It could be enhanced by a beautification program. Some expansion and intensification of land use is possible.

GG. WESTSHORE PLANNING AREA

There is no significant amount of vacant land proposed for residential development. The undeveloped land near Bayshore Freeway and 19th Avenue is zoned M1. With the exception of one R3 lot at the corner of Hillsdale Boulevard, all the area between South Norfolk and Bayshore Freeway has been developed with single-family houses. Between Norfolk and Marina Lagoon there are two-story garden apartments housing nearly twice as many people per acre.

No change in building types or residential density is contemplated. The residential density will remain at the low end of the medium-high range with just over 30 persons per acre.

The major undeveloped areas are zoned M1; they consist of about 20 acres between Norfolk and Bayshore Freeway just south of Younger Freeway, and a smaller area between Norfolk and Marina Lagoon.

For the larger site, a planned development is envisioned. This means a variety of different uses are appropriate. The significant factors any proposal shall satisfy include

access from the freeways, Borel Creek, and adjacent homes.

The other site is suitable for similar uses, or service uses as adjuncts to the major uses. In addition to the main factors noted above to which attention is necessary, public access along Marina Lagoon will be required on this site.

**CIRCULATION
ELEMENT**

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I. INTRODUCTION

A. BACKGROUND

The Circulation Element of the General Plan is designed to provide a comprehensive guide for the efficient movement of people and goods through the City by various modes of transportation. It is also a tool by which the City can enhance and shape its design, improving the character and quality of residential and non-residential areas, thus providing a better living environment for its citizens. The circulation system promotes social and economic interaction which in turn affects the basic city form. Care must be taken to insure that this system does not unnecessarily disrupt the uses which it is designed to serve since, by its very existence, it determines the intensity of development which it serves to create new uses of land by improving accessibility.

For over 30 years the automobile has maintained its preeminence as the major form of personal transportation. Due to the importance placed on the automobile, considerable land and resources have been allocated to continue its usage. Consequently, the economic system, existing patterns of land use, and the life styles of the vast majority of our society have become dependent upon the private automobile. Effective planning must recognize that street and highway systems are needed within the foreseeable future to accommodate both current and future demands.

At the same time, there are several recent factors--gasoline prices, fuel scarcity, legislation, traffic congestion, air pollution, and noise--which suggest that automobile dependence should be reduced. One of the major problems of transportation planning is balancing the need for streets and highways with the effect of such a need on the environment. Consideration should be given

to future conditions, as well as costs and benefits if maximum performance of the total system is to be achieved.

Transportation planning within municipalities often assumes regional significance because developing, widening, or closing local streets and highways can have an impact on adjacent communities. Therefore, the planning process must take into account these spillover effects which have an influence beyond City boundaries to ensure that the transportation system maintains efficiency and equity. The Circulation Element should be consistent with state and regional agencies' plans affecting San Mateo and the City Plan should be incorporated into the entire urban regional transportation system. Recognizing the importance of transportation planning, State legislation requires a circulation element as part of the General Plan while both State and Federal legislation mandate transportation planning as a prerequisite for transportation projects.

B. RELATIONSHIP OF THE CIRCULATION ELEMENT TO OTHER, GENERAL PLAN ELEMENTS AND SPECIFIC PLANS

In addition to its regional significance, the transportation process is inexorably linked with the other elements in the General Plan. The Housing and Land Use Element must have a circulation system that complements and supports it. The Open Space and Conservation Element and the Parks and Recreation Element discuss the recreational requirements of the community such as bikeways and pedestrian paths which are part of the total circulation system. The Environmental Resources Management Element evaluates environmental and safety factors including those related to the Circulation Element. The Public Buildings and Facilities Element identifies and proposes community buildings and services that have a secondary impact on influencing the design of the circulatory system. The Shoreline Park Plan

proposes improvements to the Bayfront to make this area of San Mateo more accessible to the public. These inter-relationships reflect the importance of the Circulation Element as a major determinant of urban form. Consequently, the entire transportation process is an integral part of the General Plan, essential for achieving community goals.

C. DEVELOPMENT AND GROWTH OF SAN MATEO

Like other communities, San Mateo's urban design has been significantly influenced by innovations in transportation technology. The City began inauspiciously as a small trading post with business activity clustered along El Camino Real. Travelers, following this dirt trail which connected the missions rested in San Mateo on the way to San Francisco. The completion of the railroad between San Francisco and San Jose in 1863 caused the existing business district to gravitate toward the railroad and opened up the area to wealthy families who settled on large estates. As San Mateo grew, new developments were carved from the old estates while much of the beautiful landscaping was preserved and exists today. An electric street railway was built in 1903 which largely paralleled the railroad and served as another connection between San Mateo and San Francisco. Although other local street car and bus systems were developed and utilized along the peninsula, the railroad continued in its predominance as the principal long-distance transportation system.

Following World War II, the automobile surpassed the train as the most conventional form of transportation. California began the process of implementing a statewide highway system which is not almost entirely completed. During this post-war period the Bayshore Freeway (U.S. 101) and Junipero Serra Freeway (I 280) were completed and El Camino Real was widened connecting San Francisco to San Jose. Highway 92 serves as the principal East-West

connection across the City. The principal effect resulting from the development of a freeway network was the dispersal of population and then businesses from San Francisco to smaller cities along the Peninsula. The location and expansion of the electronics industries and their specialized suppliers throughout the Peninsula also contributed to the rapid growth of population. These combined factors caused the City's population to double between 1950 and 1970. At the same time San Mateo evolved from a suburban bedroom community of 70 percent commuters to the largest commercial city on the peninsula with only about 20 percent of the population commuting to work.

In addition to the street and highway network, public transportation continues to be provided by the Southern Pacific Transportation Company (north-south railway service) and SamTrans (San Mateo County Transit) which operates intra- and inter-city bus service within the county that also provides connections to San Francisco and Alameda Counties.

The scope and complexity of San Mateo's circulation system has mushroomed from the simple foot traffic of the founding Spanish Padres to the integrated circulatory network found in San Mateo today. The challenge for the circulation element is to provide for today's circulation requirements being fulfilled within a framework flexible enough to permit further integration of the system as future transportation modes evolve. Also, the future growth of San Mateo as a residential community with its economic base oriented toward executive headquarters, retail businesses, and medical services is dependent to a considerable degree upon its attractiveness both to residents and visitors with respect to its traffic accessibility and adequacy of its circulation system. The purpose of this Circulation Element is to identify community goals, propose policies, and establish priorities for developing and improving the transportation system.

This report is organized into six major segments:

1. Introduction
2. Current Issues Affecting San Mateo
3. Goals, Policies, and Proposals
4. The Street Circulation System
5. Discussion of Proposals to Implement the Policies
6. Conclusion

II. CURRENT ISSUES AFFECTING SAN MATEO

- A. Circulation within the downtown area is nearing capacity in both east and west directions. Also, employee parking habits interfere with shopper parking on the street and with resident parking in outlying areas. A related issue is that the present off-street parking facilities are not used as efficiently as they could due to their location.
- B. The existing conditions for bicycle travel are unfavorable due to the hazards posed by the automobile and the lack of bike routes and lanes.
- C. Unramped curbs in parts of the downtown and other commercial areas constitute barriers for handicapped persons. Preferential parking for the handicapped is also lacking in most areas.
- D. The open space function of streets has not been considered. Scenic routes have not been designated. Many sections of the City would benefit from beautification through additional landscaping, street furniture, sign themes, and placement of attractive symbols at major City entrances.
- E. Certain arterials and collectors are functioning at or above capacity based on the

traffic consultants' analysis (see Figure 1).

- F. Existing mass transit--SamTrans and the Southern Pacific Transportation Company--is under-utilized and the number of rail passengers continues to decline. No efficient transfer system exists linking the Southern Pacific to BART or the bus systems. Future City development may necessitate a renewed concentration on mass transit as well as the development of other alternative transit systems such as van pools.
- G. The commuter hour through traffic on U.S. 101 has reached near capacity levels during peak hours. The congestion is worsened when the traffic from Bay Meadows Race Track meets the commuter traffic on U.S. 101 and Highway 92. Future airport expansion, population growth, and an expected increase in the labor force will serve to magnify the existing congestion and further encourage through traffic to use City streets causing disruption of residential areas.

III. GOALS, POLICIES, AND PROPOSALS

- A. GOALS
 1. Serve present and future transportation demands safely, efficiently and economically.
 2. Preserve the residential character of neighborhoods by protecting them from through traffic.
 3. Provide for favorable access to regional transportation links and all areas of the City.
 4. Promote the use of public and rail transit to conserve natural resources and provide

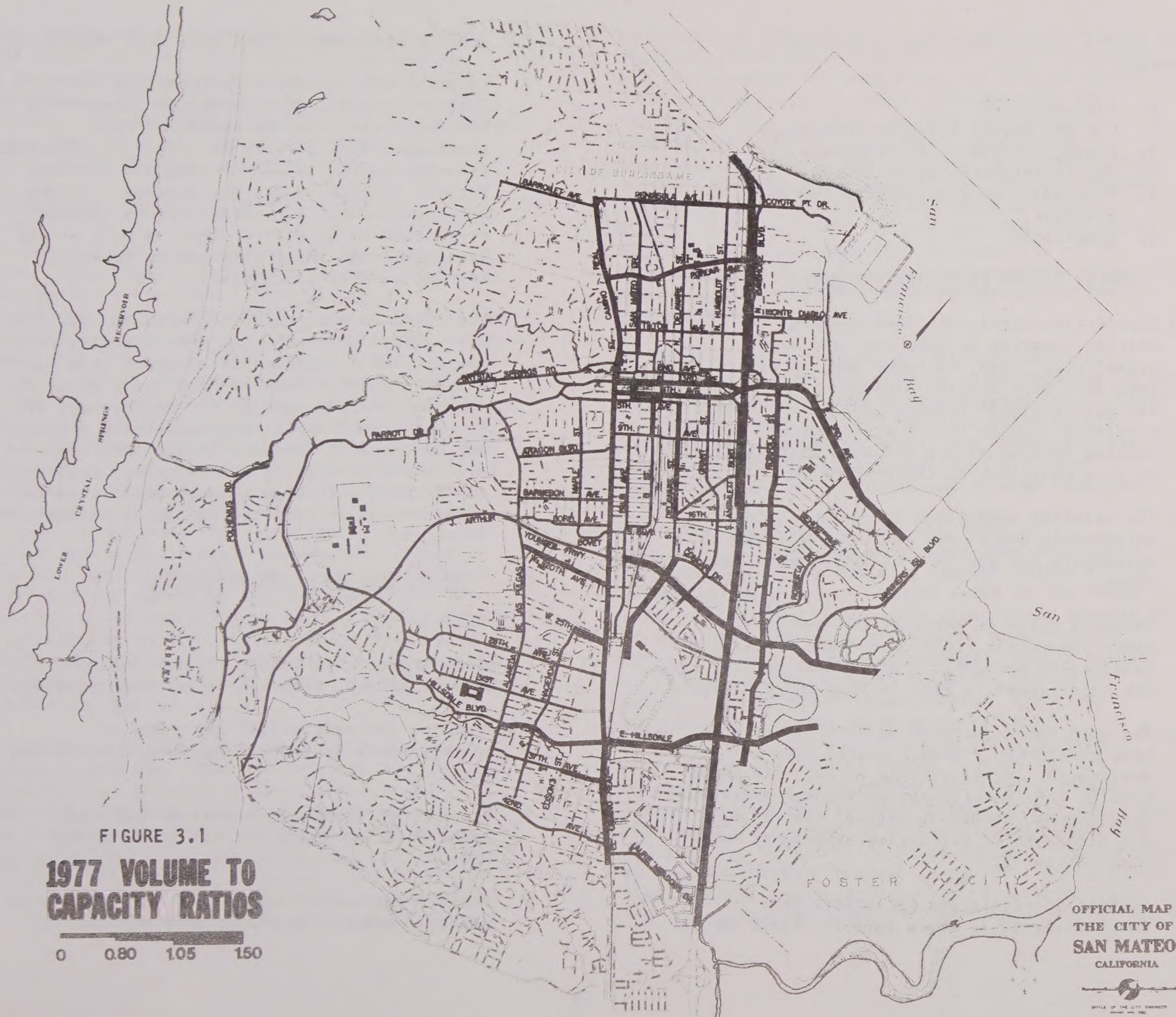


FIGURE 3.1
**1977 VOLUME TO
 CAPACITY RATIOS**

0 0.80 1.05 150

OFFICIAL MAP
 THE CITY OF
 SAN MATEO
 CALIFORNIA

OFFICE OF THE CITY ENGINEER
 JANUARY 1980

FIGURE 3.2
**1995 VOLUME TO
 CAPACITY RATIOS**

0 0.80 1.05 1.50



transportation to those who are unable to drive due to age, physical, or financial limitations.

5. Insure favorable access to highways and enhance the state highway system to avoid through traffic using City streets.

B. POLICIES

1. Coordinate and integrate the various transportation systems throughout the City maximizing access and minimizing conflict with adjacent land uses and preserving environmental quality.
2. Develop the local Circulation Element to cooperate and coordinate with local and regional transportation agencies.
3. Develop a bikeway system with standards to include a network of bicycle paths and lanes on/or adjacent to existing or proposed streets.
4. Develop a pedestrian path system.
5. Evaluate further development based on capability to handle traffic to insure that planning and zoning requirements are met.
6. Remove economic and geographic barriers in the circulation system to meet the needs of the handicapped and/or low mobility groups.

C. PROPOSALS

The proposals are recommendations to resolve the issues, achieve the goals and implement the policies discussed previously. The implementation of these proposals should be coordinated with the five-year Capital Improvement Program. The projects that are

most important should be completed first taking into consideration the funding sources available.

This section also includes recommendations related to increasing the use of mass transit, improving parking and handicapped facilities, street beautification, and developing a pedestrian bicycle system. These proposals are methods which the City can use both to improve the Circulation System and achieve the adopted goal and policies.

1. Traffic Improvements

The traffic consultant for the study projected 1995 traffic volumes based on future development (see Figure 3.2). Consequently, the proposals that are related to specific traffic improvements are suggestions for the City to consider in order to alleviate traffic generated by future development. If the predicted traffic does not materialize due to changes in City growth policies or transportation modes, then recommendations such as parking removal and street widening to accommodate additional traffic volume will be unnecessary. Table 3.1 pp. 63 details the specific improvements needed on streets that have a volume to capacity ratio approaching or nearing full capacity at 1.0. Figure 3.3 is a graphic depiction of the improvements listed on Table 3.1. The last three improvements on Table 3.1 require state cooperation and must be coordinated with CalTrans' schedule.

Depending on type of development occurring along arterials and collectors not listed above, a detailed traffic study will be required of the developer when deemed necessary by the City. As the study recommends, essential street dedication, widening, and other traffic improvements will be required.



FIGURE 3.3

**STREET IMPROVEMENTS
BASED ON
1995 VOLUME TO
CAPACITY RATIOS**

OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA



TABLE 3.1 STREET IMPROVEMENTS NEEDS BASED ON 1995 VOLUME-TO-CAPACITY RATIOS

Street or Freeway	Limits	Guidelines for Improvements	1995 V/C Without Improvements	1995 V/C With Improvements
1. 'B' Street	Ninth Ave. to Third Ave.	Improve intersection capacity as demand requires.	1.2	0.9
2. Delaware Street	E. 25th Ave. to Highway 92	Remove on-street parking and add a traffic lane in each direction. Widening may be required. Peak period, peak direction only.	1.5	0.8
3. Delaware/Pacific Extension	-----	Build Delaware as a two-lane street based on separate traffic study by Voorhees Traffic Engineer. Consider requiring southbound race track traffic to exit via Saratoga at Hillsdale.	---	---
4. El Camino Real	Ninth Ave. to Burlingame city limits	Improve intersection capacity by removing parking at key locations, i.e., at Baldwin, Crystal Springs, Tilton, and Santa Inez.	1.2-1.4	1.0-1.1
5. Eldorado Street	Second to Fifth Avenue	Three travel lanes. First phase - two lanes only, street parking remains. Second phase - no parking during peak traffic hours. Third phase - parking removed.	---	---
6. Fifth Avenue	El Camino Real to Eldorado	Two lanes eastbound - one lane west. Reorient parking along portions of Fifth Avenue.	1.3	0.9
7. First Avenue	Ellsworth to 'B' Street	Reorient parallel parking to diagonal parking.	---	---
8. Fourth Avenue	Delaware St. to Highway 101	Add one more lane. Through-traffic diverted from Fifth at Eldorado.	1.4	1.0

TABLE 3.1 STREET IMPROVEMENTS NEEDS BASED ON 1995 VOLUME-TO-CAPACITY RATIOS (continued)

Street or Freeway	Limits	Guidelines for Improvements	1995 V/C Without Improvements	1995 V/C With Improvements
9. Fourth Avenue	El Camino Real to SPRR	Minor widening on Fourth Avenue.	---	---
10. Glendora/DeAnza		Connect these streets as the Sugarloaf area is developed.	---	---
11. Hillsdale Boulevard	Edison St. to El Camino	Widen Hillsdale Boulevard concurrent with further shopping center development including the provision of bus turnouts.	1.4	1.0
12. Hillsdale Boulevard	Highway 101 to east City limits	Widen bridge across Marina Lagoon (cooperation and coordination with Foster City needed).	1.9	1.1
13. Hillsdale Boulevard	El Camino to Highway 101	Improve signal and geometrics at El Camino and Hillsdale. Increase traffic capacity of street. Reorient, or remove, parking at intersections to provide left-turn lane. In event of redevelopment, the street shall be widened to provide an additional traffic lane on each side of street where redevelopment is proposed.	1.8	1.0
14. Laurie Meadows Drive	Pacific Blvd. to El Camino Real	At-grade surface crossing if PUC permits; otherwise, subway under SPTC tracks.	---	---
15. Norfolk Street	Los Prados to Hillsdale	Widen Hillsdale Blvd. east of Norfolk with cooperation of Foster City.	1.3	1.0

TABLE 3.1 STREET IMPROVEMENTS NEEDS BASED ON 1995 VOLUME-TO-CAPACITY RATIOS (continued)

Street or Freeway	Limits	Guidelines for Improvements	1995 V/C Without Improvements	1995 V/C With Improvements
16. Pacific Boulevard	Hillsdale to Belmont city limits	Remove on-street parking during peak hours and in the peak direction and allow traffic on curb lanes. To occur in conjunction with the Delaware/Pacific extension noted above.	1.6	1.0
17. Pacific Boulevard extension to Concar	Vicinity of Highway 92 and Delaware	Connect Pacific to Concar Drive (new street).	1.2	1.0
18. San Mateo Drive	Fifth Ave. to Third Ave.	Increase intersection capacity at Third, Fourth and Fifth Avenues, but only after improvements on Second and Fifth Avenues have been carried out and evaluated.	1.6	1.1
19. Saratoga	Hillsdale Blvd. to Delaware	Improve to accommodate new development.	---	---
20. Second Avenue	El Camino at Eldorado	Two lanes westbound - one lane east. Diagonal parking on Second Avenue from Ellsworth to 'B' Street to be oriented to parallel parking.	N.A.	N.A.
21. Third Avenue	El Camino to SPRR	Change diagonal to parallel parking at intersections to accommodate left turns, but only after the Second and Fifth Avenue improvements have been carried out and evaluated.	1.6	1.1
22. Third Avenue	SPRR to Delaware	Minor widening on Third Avenue.	1.2	1.0

TABLE 3.1 STREET IMPROVEMENTS NEEDS BASED ON 1995 VOLUME-TO-CAPACITY RATIOS (continued)

Street or Freeway	Limits	Guidelines for Improvements	1995 V/C Without Improvements	1995 V/C With Improvements
23. Third Avenue	Delaware to Highway 101	Add one more lane; through-traffic diverted to Second at Eldorado.	1.4	1.0
24. Third Avenue	Norfolk to east City limits	Widen street to four lanes.	3.0	1.0
25. U.S. 101 & Highway 92	Interchange	Encourage the State to complete interchange to improve traffic flow for safety purposes.	---	---
26. Third and Fourth Avenue freeway overpass and Fourth Ave. on-ramp to U.S. 101	Interchange	Request State improve the Fourth Avenue on-ramp and freeway overpass.	---	---
27. U.S. 101	-----	Request the State put indicators on U.S. 101 directing College of San Mateo traffic onto Highway 92. Also, cooperate with the College of San Mateo to encourage students to utilize Highway 92 rather than Hillsdale Boulevard.	---	---

2. Parking Proposals

Reserve parking spaces for the handicapped in existing and future parking facilities.

Improve enforcement downtown of the two hour meters and increase time restrictions in the peripheral residential areas in an effort to get the employee on-street parker into public parking facilities. Distribute information to employers regarding the location of these facilities.

Design access onto new developments via secondary streets to preserve the continuity of the downtown retail core and insure minimum impact on major city streets.

New developments requiring loading facilities should provide adequate off-street loading.

Encourage landscape buffering around parking facilities as well as non-peripheral landscaping.

Improve existing vehicle capacity through the creation of smaller stalls. Parking facilities should reflect the changes in automobile standards regarding size and weight. Increased parking is possible due to the proliferation of compact cars. Also the zoning ordinance should amend parking standards to reflect the changes in automobile size.

3. Mass Transit Proposals

To stimulate and maximize greater local patronage of rapid transit the following proposals are offered:

Distribute information to the public. This can be accomplished by advertising which should

mention fares, schedules and amenities.

Convenient and frequent bus transportation to rapid transit stations should be developed with a shuttle bus linking commercial areas with the transit terminal and parking facilities.

If the intra-city bus system is determined inadequate, funding proposals for the purpose of extending intra-city transit should be submitted through SamTrans. As a regional agency, SamTrans is in a better position to obtain funds for mass transit.

The fixed rail system should be coordinated by time and location with other transit systems within the region to avoid complications by transfers from one terminal to another.

The rate structure of the mass transit system should encourage short distance trips.

As the San Mateo Shoreline Park area develops, public transit should be extended to serve the facilities within the Park, as well as adjacent commercial and employment centers.

The City should make every effort to encourage San Mateo County to implement PENTAP (Peninsula Transit Alternatives Project) which recommends improving existing bus and rail service.

A City transit terminal should be located on the north block of First Avenue, utilizing land owned by the Southern Pacific Transportation Company. The terminal should integrate the various transit modes.

4. Beautification Proposals

Upgrade El Camino Real through sign control, tree planting, median strips and landscaped

setbacks.

Place signs or symbols at major City entrances on Highway 92, El Camino Real, Alameda de las Pulgas, and East Third Avenue.

Encourage developers to preserve the natural environment and/or establish planting in newly developed areas lacking sufficient natural vegetation.

Continue planting in neighborhoods deficient in trees.

Encourage use of planting and other similar treatment of space between streets and sidewalks to avoid the sense of unrelieved concrete paving in residential and commercial areas. Reactivate the "add-a-tree" program.

Implement a landscaping program to screen the railroad right-of-way.

Accelerate the program of undergrounding utility lines through reestablishing the Underground Committee.

Develop a right-of-way policy to consider multipurpose use of streets contingent upon adjacent land use. The need for improved circulation should be balanced with the need for landscaping and possibility of park use.

Cooperate with State, Regional, and County agencies in designating scenic highways in San Mateo and improving other highways.

Preserve the existing character of routes to be designated scenic by the County.

5. Pedestrian Walkways

Develop a downtown path system to link existing and future transit terminals.

Develop the following trails:

The San Mateo Shoreline Park Trail (following the waterfront from Coyote Point Marina to the fishing pier next to the San Mateo-Hayward Bridge)

The Polhemus Park Loop Trail (going from El Camino Real and Second Avenue through Arroyo Park along Crystal Springs Road, Polhemus Road, DeAnza Boulevard and return via Laurel Creek and down Thirty-sixth Avenue to El Camino Real)

The CSM Trail to connect Aragon High School, Beresford Park and Polhemus Park with the College of San Mateo.

In addition to the trails, the following two walkways, subject to Commission approval, have been designated by the Parks and Recreation Department. They are almost entirely within existing street right-of-way:

The Alameda de las Pulgas Path is the westerly sidewalk from Crystal Springs Road, past several churches, three high schools, and Beresford Park.

The Central Path will go through the Central Business District and Central Park and extend via Eldorado Street to San Mateo High School and westerly along Notre Dame to Aragon High School.

6. Handicapped Facilities

Curb ramps should be built onto all future sidewalks in commercial areas conforming to existing wheelchair ramp policy.

The City should adopt a policy encouraging the accessibility of mass transit for the handicapped. The City should use the T.D.A. Program for handicapped and medical transportation within City limits to the extent allowed by funds.

7. Bicycle Facilities

The City should develop a bicycle safety program accompanied by enforcement of existing bicycle codes.

A network of home to school bike lanes as well as recreational routes should be completed.

Facilities for bicycle storage should be included both in the downtown and new commercial developments, and transit terminals.

IV. STREET CIRCULATION SYSTEM

A. FUNCTION OF STREETS AND HIGHWAYS

The goals, policies, and proposals of the Circulation Element are based upon a understanding of the function of the various street classifications. The primary function of major streets and highways is to carry volumes of vehicular traffic safely and efficiently, while their secondary function is to provide access to land uses. Traffic that gains access to adjacent land is designated "local" whereas all other traffic is designated "through".

Conflicts between people at site base activities (such as shoppers, employees, and other non-circulatory population groupings) and people in movements can be minimized by protecting the traffic-carrying capacity of major streets and highways.

Streets and highways are classified by the access and traffic function they perform, and each is ranked by its importance to the motorist and the land use structures. Some of the present difficulties encountered in moving people and goods within and between communities result from the various elements of the circulation system performing functions for which they were not designed. Consequently, in understanding the function of a street one can identify the most appropriate level of development for that street. Functional classification also provides a vital link between urban transportation planning and the development of construction and/or growth management programs. Table 3.2, Street Classifications, on pp. 72 , provides a list of all freeways, arterials, and collectors in San Mateo. Figure 3.4 delineates these streets.

B. DEFINITION OF TERMS

The following classifications have been used in preparing plans for circulation improvements:

Freeways are high speed highways carrying heavy volumes of through traffic with full control of access. The freeway has only one function--to carry traffic. Because of its controlled access, it is an efficient carrier.

Arterials are main corridors carrying substantial traffic and connecting primary traffic-generating centers, such as regional shopping centers or major

employment complexes. The first and most important function of the arterial is to move large volumes of vehicles for longer trips. The spacing of arterials should be a function of density. A secondary function related to design is that the system have continuity in order to permit traffic to be dispersed evenly.

Collectors are intra-city traffic arteries serving as urban thoroughfares. The main function of a collector street is to conduct traffic from local residential streets or other traffic generators to arterials or freeways while land access is a secondary function.

Level of Service is a term used to describe the operating conditions the driver will experience while travelling on a particular street. The various levels discussed in this element describe the current and future traffic volumes of the street as they relate to the street's capacity. One important factor that must be considered is that while a street may show an acceptable volume-to-capacity ratio as indicated by its level of service, the actual volume may be unacceptable to those living adjacent to the street. For example, volumes of 5,000-7,000 vehicles per day on residential collector streets often represents stable vehicular traffic flow but the noise pollution and traffic levels may interfere with the general quality of life within the neighborhood.



FIGURE 3.4
STREET CLASSIFICATIONS

- Freeways
- Arterials
- Collectors
- Remainder Local streets

OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA

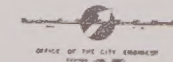


TABLE 3.2. STREET CLASSIFICATIONS

NAME	LIMITS
<u>FREEWAYS</u>	
State Route 101 (Bayshore Freeway)	South city limit to North city limit
State Route 92 (J. Arthur Younger Freeway)	West city limit to East city limit
<u>ARTERIALS</u>	
Alameda de las Pulgas	South city limit to Crystal Springs Road
Concar Drive	Route 92 Ramp to Grant Street
Crystal Springs Road	West city limit to El Camino Real
De Anza Boulevard	Polhemus Road to State Route 92
Delaware Street	E. Hillsdale Blvd. to Peninsula Avenue
East Twenty-Fifth Avenue	El Camino Real to Delaware Street
El Camino Real (State Rte. 82)	South city limit to North city limit
Fourth Avenue	El Camino Real to Bayshore Freeway
Hillsdale Boulevard	College of San Mateo to East city limit
Humboldt Street	Fourth Avenue to Peninsula Avenue
Mariner's Island Boulevard	South city limit to East Third Avenue
Norfolk Street	East Hillsdale Blvd. to E. Third Avenue
Pacific Boulevard	South city limit to East Hillsdale Blvd.
Peninsula Avenue	El Camino Real to Bayshore Freeway
Polhemus Road	South city limit to North city limit
Poplar Avenue	El Camino Real to Bayshore Freeway
San Mateo Drive	E. Fifth Avenue to Peninsula Avenue
Third Avenue	Crystal Springs Road to East city limit

TABLE 3.2. STREET CLASSIFICATIONS (continued)

NAME	LIMITS
<u>COLLECTORS</u>	
Airport Blvd.	Coyote Point Drive to city limit
Aragon Blvd.	Alameda de las Pulgas to El Camino Real
Armada Way	Mariner's Island Blvd. easterly to end of public r/w
Baldwin Avenue	El Camino Real to "B" Street
Barneson Avenue	Alameda de las Pulgas to El Camino Real
Barroilhet Avenue	West city limit to El Camino Real
Bayshore Blvd./Lindburgh Street	Third Avenue to Coyote Point Drive
Borel Avenue	Route 92 off-ramp to El Camino Real
Bovet Road	Borel Avenue to El Camino Real
Campus Drive	Hillsdale Blvd. to end
Clearview Way	Parrott Drive to Hillsdale Blvd.
Concar Drive/South Amphlett Blvd.	Grant Street to Fifth Avenue
Coyote Point Drive	Bayshore Blvd. to end
De Anza Blvd./Glendora Drive	State Route 92 to Hillsdale Blvd.
Edison Street	Forty Second Avenue to Thirty First Avenue
El Cerrito Avenue/Tilton Avenue	West city limit to Amphlett Blvd.
Fifth Avenue	El Camino Real to Humboldt
Forty-Second Avenue	Alameda de las Pulgas to El Camino Real
Franklin Street/West Fifth Avenue	Parrott Drive to El Camino Real
Ginnever Street/Grant Street	Bermuda Drive to Fourth Avenue
Hacienda Street	Thirty Seventh Avenue to Twenty Second Avenue
Humboldt Street	Ninth Avenue to Fourth Avenue
Kehoe Avenue	Bayshore Freeway to Roberta Drive
Laurie Meadows Drive	El Camino Real to East End
Maple Street	Borel Avenue to West Fifth Avenue
Ninth Avenue	El Camino Real to Humboldt Street
Norfolk Street	Los Prados to Hillsdale Blvd.
Norfolk Street	Third Avenue to Cypress Street
North Amphlett Blvd.	Second Avenue to Peninsula Avenue
Occidental Avenue	Poplar Avenue to Barroilhet Avenue
Pacific Blvd./Concar Drive	Delaware Street to Route 92 Ramp
Palm Avenue	Twenty Fifth Avenue to Ninth Avenue
Parrott Drive	De Anza Blvd. to city limit
Parrott Drive	West city limit to Third Avenue
Poplar Avenue	Occidental Avenue to El Camino Real
Roberta Drive	Norfolk Street to Kehoe Avenue
Saratoga Drive	Santa Clara Way to Delaware Street

TABLE 3.2. STREET CLASSIFICATIONS (continued)

NAME	LIMITS
Second Avenue	El Camino Real to Amphlett Blvd.
Seventeenth Avenue	El Camino Real to Palm Avenue
Shoreview Avenue	Kehoe Avenue to Norfolk Street
Sixteenth Avenue	Delaware Street to Grant Street
South Boulevard/"B" Street	Palm Avenue to Tilton Avenue
Sunnybrae Boulevard	Delaware Street to Amphlett Blvd.
Thirty First Avenue	Twenty Eighth Avenue to El Camino Real
Thirty Ninth Avenue	Pacific Boulevard to Curtiss Street
Thirty Seventh Avenue	Alameda de las Pulgas to El Camino Real
Trader Lane	Mariners Island Blvd. southeasterly to end of public r/w
Twentieth Avenue	Alameda de las Pulgas to El Camino Real
Twenty Eighth Avenue	Thirty First Avenue to El Camino Real
West Cape Drive	Norfolk Street northeasterly to end of public r/w
West Twenty Fifth Avenue	Hacienda Street to El Camino Real
Baker Way	Highway 92 northerly to end of public r/w

All other streets are classified as local streets.

V. DISCUSSION OF PROPOSALS TO IMPLEMENT THE POLICIES

A. PROPOSALS RELATED TO IMPROVEMENTS IN THE STREET CIRCULATION SYSTEM

1. The Downtown Plan

The Downtown Plan of the City of San Mateo involves a major commitment by the City to develop and beautify the Central Business District and adjacent residential and commercial areas. The plan will establish the downtown core as the focal point of the community, providing a source of community identity while encouraging a variety of activities through diversification of land use. The Downtown Plan details existing conditions, approved projects, additional development of vacant lands, and some redevelopment of blighted areas. In conjunction with the level of development anticipated, it is expected that traffic volumes will increase approximately 10 percent to 20 percent over the life of the Plan. Therefore, to accommodate the existing patterns of land use as well as future development, certain traffic improvements have been recommended and can be found in detail in the Downtown Plan when adopted.

2. The Freeway System

Because the commute hour traffic on U. S. 101 is at near capacity levels, San Mateo must encourage State and regional transportation authorities to provide various alternatives in order to deter through-traffic from traversing City streets. Such alternatives might include improving access to freeways with metered lights, improving overpasses and on-ramps, e.g. Fourth Avenue and Highway 92 with 101, encouraging utilization of mass transit, encouraging the use of freeways as alternative through-travel routes to City streets, and staggering work hours. Another method to reduce

traffic would be to reschedule race track operations to avoid commute hours.

The City should also request the State put indicators on U. S. 101 for the purposes of diverting the College of San Mateo traffic from Hillsdale Boulevard to Highway 92.

3. The Local Street System

a. Street Connections and Extensions. As development occurs and population increases, street connections will help to relieve congestion on adjacent arterials. Existing barriers that affect the continuity among neighborhoods and parts of the City should be removed to improve access and circulation. Streets currently affected are Delaware and Pacific, Saratoga Drive, Glendora and De Anza, Laurie Meadows Drive and El Camino Real and Second/Third Avenue via Eldorado Street, Fourth/Fifth Avenues via Eldorado Street connections downtown.

b. Street Widening. Widening of residential streets in developed areas negatively affects the residential character of the area. Alternate proposals to widening will be given priority. East Third Avenue, however, is presently undeveloped and as a two-lane arterial, it will be unable to accommodate both the future residential and commercial growth occurring in Mariner's Island and the development proposed in the Downtown Plan. Special attention should be given to the aesthetic treatment of any future widening of Third Avenue to bring it up to scenic roadway standards.

c. Parking Removal and Restriping. Some of the alternatives to street widening are restriping and parking removal during peak hours in peak directions. Because

several of the streets that are subject to this alternative are residential streets, preferences should be given to parking removal during peak hours rather than permanent removal. The streets that fall within this category include portions of the following: Pacific Blvd., Delaware Street, San Mateo Drive, El Camino Real and Hillsdale Blvd. However, portions of First, Second, and Fifth Avenues downtown and Eldorado Street between Second and Fifth Avenues may be subject to permanent parking removal.

d. Other Alternatives. Alternatives to street widening and parking removal should be explored, such as encouraging new commercial development to provide van pools for employees. Also, a public or private shuttle service could be provided linking commercial and residential sections on both sides of the freeway. In addition, the alternative of a one-way street system may be considered.

B. STREETS AS PUBLIC SPACE

In addition to their access function described previously, streets are valuable resources having inherent or potential scenic characteristics. The quality of the street--its width and layout, furniture and lighting, utility poles and signs, and related landscaping--has, in turn, a substantial impact on the quality of the City. The proliferation of asphalt for streets and parking lots creates a visually unattractive urban form in which adjacent communities are indistinguishable. Taking into account the fact that streets compromise about 23% of the total land area of San Mateo, their design and function becomes more significant in preserving the quality of the urban environment.

Streets viewed as open space can perform many functions. In residential neighborhoods, they often serve as playgrounds, while in commercial centers

they serve as display areas for businesses. To assess potential changes and improvements in the circulation pattern, observations can be made as to the extent in which streets affect surrounding areas in terms of design, function, and value to adjacent land uses. From these observations, consideration can be given to innovative uses of streets in certain areas.

1. Beautification

The main entrances to the City would benefit from a program of beautification through attractive signs and tree planting, in which a series of gateway entrances would be created. The sense of entering is an important contributor to community identity. Generally the motorist enters San Mateo from the major arterials, using the freeway off-ramps, or crossing a bridge. These principal entrances would be enhanced by a well designed symbol or sign combined with appropriate landscaping.

The quality of residential areas can be improved and preserved by a program to plant and maintain a substantial number of trees in the areas identified as deficient in street trees. Those neighborhoods are primarily in the eastern and southern sections of the City as reported in the environmental survey of the Community Renewal Project (CRP). Care should be taken in selecting trees best suited to soil conditions of each location.

The planting of trees and other types of vegetation in the commercial and residential areas of the City should be continued through reactivating the suspended add-a-tree program. Trees can be used as a visual relief to balance the man made Cityscape. They are a buffer of beauty against the harsh edges of the urban environment. Landscaping and design standards in all commercial areas not only would enhance the quality of the areas but also provide an economic benefit to the local businesses.

Developers in both the residential and commercial areas should preserve the existing trees whenever possible or replace those which must be removed. In addition to their aesthetic characteristics, planting and landscaping also serve in controlling noise, reducing winds, and providing shade. Dense trees and shrubs prevent erosion, preserve environmental quality, and serve as spatial separators for such undesirable physical features as the Southern Pacific Transportation Company right-of-way.

2. Street Furniture and Lighting

Another method to achieve the desired community atmosphere is related to the use of street furniture and lighting. Proper application of design principles in this regard particularly in relation to commercial areas contribute to an improved shopping environment thus stimulating economic revitalization. Continued beautification and identification of commercial areas will provide focal points throughout the City to attract residents and visitors.

3. Undergrounding Utilities

The City currently has a policy of requiring that undergrounding of utilities in new development and it has initiated a program to underground the overhead utilities in existing developments. These steps in beautification should be continued in order to remove visually disruptive elements from the community. Overhead wires are not only unsightly but also conflict with the growth of trees and are hazards in fighting fires. Consequently, the City should give maximum support to accelerate programs for undergrounding existing utilities through re-establishing the Underground Committee.

4. Closures and Medians

A right-of-way policy should be developed and implemented to consider the multi-purpose function of streets. Those streets having less than 500 vehicles per day should be considered for certain types of traffic control depending on their relationship to adjacent land use. Such streets could be blocked at one end by landscaping or other barriers to encourage pedestrian use. Other measures aimed at reducing the number of automobiles on infrequently traveled streets include landscaped traffic circles or landscaping a portion of the intersection to provide the dual benefit of visual amenity and reduced automobile speeds. San Mateo Park and Baywood are areas which derive much of their quality from planted islands, medians, and ovals while through traffic is discouraged. In addition to residential closures, closure of infrequently traveled streets in commercial areas such as First Avenue between Ellsworth Avenue and South B Street offers an opportunity to develop miniparks and pedestrian walkways thereby providing an aesthetically pleasing environment to shoppers.

5. Scenic Highways

The Scenic Highway program was established by the California State Legislature in 1963 for the purpose of protecting and enhancing roadways with special scenic qualities.

A scenic route is selected if the existing or potential roadway is aesthetically pleasing or if there is or could be attractive landscaping or vegetation along the roadside. It could be selected if the route has varied views of open space, interesting structures, or historical sites. A scenic corridor is generally designated coterminous to a portion of the road in order to obtain the goals of a scenic route, by protecting and enhancing the quality of the route. The continuity and width

of the corridor is dependent upon the road and the effect desired to be achieved. The following thoroughfares, treated in greater detail in the Open Space and Conservation Element and the Environmental Resources Management Element, are part of the City's Scenic Highway Program and require special attention as new development occurs on either side:

- Crystal Springs Road
- Polhemus Road
- Highway 92
- Alameda de las Pulgas

In addition, certain other potential scenic routes exist which would benefit by a design plan in order to enhance adjacent property as well as the total urban environment.

El Camino Real, the City's most important arterial, serves a multitude of functions. Through a consistent beautification program of landscaping, changes in sign usage, architectural regulations, undergrounding existing utilities, and controls of outdoor advertising, El Camino Real could undergo a significant change in appearance, over time, providing a more attractive atmosphere.

East Third Avenue will become a major access to the downtown due to the continuing development in Mariner's Island and Foster City. Since a considerable portion of the land is vacant, the potential for making East Third Avenue a scenic highway can be achieved more easily through proper planning and development regulations.

6. Funding Sources

Highway construction and maintenance is one of the principal functions and spending categories of local government. In addition to local expenditures, there have been and continue to be massive federal programs to support the interstate, primary,

and secondary street systems. However, the major financial responsibility in this area has been delegated to the state which provides the City's primary source of funds for streets and highways--the gasoline tax. A portion of the gasoline tax is also received from the County for improvement of those city streets that have countywide significance.

Some of the less significant funding sources for street and highway programs are: FAU (Federal Aid Urban Funds); revenue sharing; vehicle registration fees; the Railroad Grade Separation Funds; street improvement bonds; traffic safety funds; General Municipal Revenues; CDBG; and the Aide to Cities program.

C. DISTINCTION BETWEEN PUBLIC AND PRIVATE STREETS

Public streets are those streets which are constructed, maintained, and improved at City expense or dedicated to the City after construction. In contrast, private streets are those streets which are developed by private contractors and owned and maintained by residential associations. Currently there are no construction standards for private streets except that they be of sufficient width to permit the passage of emergency vehicles, i.e. fire engines and ambulances. Consideration should also be given to visitor parking provisions on private streets when developing standards for private streets. The lack of established standards has proved to be a liability as the City has been required to assume responsibility for the maintenance of some of the older, deteriorating private streets. An improved system of quality control would permit the City to avoid unnecessary future expense for the maintenance of substandard private streets.

D. PARKING AND LOADING

Every medium of transportation involves three principal elements for effective operation: the vehicle, the right-of-way, and the terminal. Accordingly the elements for motor transportation are vehicles, the streets and highways system and places to park. The automobile maintains its value due to its convenience. However, its usefulness is significantly diminished if the driver cannot terminate his trip where he wants for lack of parking space. Parking and loading, therefore, are land use activities that must necessarily be coordinated with the circulation system. Proposals concerning parking and loading are essential to reinforce and achieve related transportation goals.

On-street parking is permitted to accommodate property owners and the general public. However, using the street system to achieve the goals of the total circulation system must generally take priority over on street parking. For example, on-street parking frequently conflicts with the need to move traffic, especially in the downtown area, nevertheless, sufficient parking within a reasonable walking distance of the destination is necessary to preserve the economic viability of all commercial areas. These conflicts must be balanced when necessary and can be resolved by off street parking which is provided on-site by developers according to the provision of the zoning ordinance or by public parking lots in business districts. Employee on-street parking habits also interfere with shopper parking in the downtown and resident parking in peripheral areas. Employers can encourage employees to utilize existing public parking facilities.

In addition to the previously mentioned problems, parking lots have certain negative impacts that must be considered. Parking lots in a compact retail core tend to break the continuity of the area. Also they appear as barren stretches of

asphalt detracting from the visual character of adjacent land uses. All proposals for future parking facilities should be studied carefully to assess their impact on neighboring land uses as well as their impact on street operations. Meeting shopper parking demands further removes land for commercial, cultural, and other purposes, which in effect carves away the very activities that create the demand for access. Thus, joint-use parking facilities can be encouraged to accommodate proposed new development within commercial areas by providing for better land use and creating an improved visual

Truck service is vital to businesses and must be provided. Off-street loading should be provided by any new development while the number of on-street loading spaces can be increased through the removal of curb parking as needed. In congested areas curb loading can be designated for specific hours insuring that the peak hour commuter traffic is avoided.

E. PUBLIC TRANSIT SYSTEM

Public transit services are essential to meet the diverse transportation needs of many San Mateo residents. The automobile cannot be the only method of personal transportation since many residents do not own or cannot operate one due to age, financial, or physical limitations. Public transit services and the private automobile can complement each other when they are integrated into a total transportation system for the purposes of obtaining the most economical and efficient transit mix. Benefits and costs must be taken into account. Costs include: (1) Fixed investment costs which encompass land acquisition, construction, and equipment; (2) operating costs which include: (a) out-of-pocket costs - fuel, repairs, and personnel, (b) imputed costs - time spent in travel, convenience, and amenity factors; and (3) indirect costs which

include congestion and pollution. Both bus and rail transit are considerably cheaper than the automobile for meeting peak hour line haul (i.e., direct long distance) transportation requirements when very high corridor volumes are encountered such as on the Bayshore Freeway or El Camino Real. High density urban areas and corridors such as the cities concentrated along the peninsula are difficult to serve solely with the automobile which generates an excessive demand on land for roads and parking facilities. In addition to the demand on land, the present dependence upon the auto has contributed to serious environmental problems and increased consumption of limited resources. The actual measurement of the dollar magnitude of the indirect costs and imputed costs is difficult but must be considered in designing a transportation system.

The number of trips generated for a specific transit corridor such as El Camino Real will determine the most efficient mode. At low levels of usage, the sum of the previously described costs is lowest for the auto, at an intermediate level, rapid bus is most efficient, and at high densities rail is the least cost mode. Cost can be reduced further for the automobile simply by increasing the number of passengers per auto.

1. Mass Transit

The only fixed-rail, mass transit corridor through San Mateo is operated by the Southern Pacific Transportation Company which provides service between the cities of San Francisco and San Jose. The three station facilities in San Mateo are located downtown between Second and Third Avenues, Hayward Park (Sixteenth Avenue), and across from Hillsdale Shopping Center adjacent to El Camino Real.

Although parking facilities appear adequate, a potential parking problem exists should the number of shoppers, commuters, and employees increase.

SamTrans (San Mateo Transit) has been operating the County bus system since July, 1976, serving regional and local needs as both a feeder (i.e. a transportation link which feeds people or goods into a major transportation throughway) commute service. The intra-city routes have been and continue to be coordinated with the Southern Pacific passenger train schedule while the inter-city routes offer connections to San Francisco, the San Francisco Airport, the Daly City and Hayward BART (Bay Area Rapid Transit) stations, and Santa Clara County. To encourage greater passenger usage, provide convenience, and serve the varied commuter needs, SamTrans has subsidized the purchase of Southern Pacific commuter tickets. Also, SamTrans and the Santa Clara County Transit District have interchangeable transfers. Most City residences live within a quarter mile of the nearest bus stop. A "ready wheels" service program is in operation which provides door-to-door service for the elderly and handicapped on a one day notice. In the near future, buses will be furnished with hand rails and other safety equipment necessary to lift on and accommodate wheel chairs.

Since SamTrans has been operating for such a short period, data regarding average ridership is unavailable other than there is considerable excess capacity. A minimum average of 6 persons per mile is necessary for operating an effective bus system. In addition to under-utilization of capacity, there remain problems associated with mass transit which cannot be resolved entirely at a local level. Like the highway system, but to a lesser degree, mass transit requires subsidization. Also, bus and train terminals are poorly located; the San Francisco bus route is presently inadequate; and the systems do not provide information about the schedules of each

other in order to facilitate transit connections. Compounding these operational problems, several demographic factors such as the projected population growth and increase in labor force residing within and outside the County, combined with the expansion of the airport, indicate that the demand for inter- and intra-city transportation will increase. Some possible alternatives to resolve the operational problems and meet future demand have been discussed in various studies with the following proposals suggested:

- build more freeways
- extend BART along the west bay corridor
- upgrade Southern Pacific Service
- improve bus service

There appears to be strong public opposition to the construction of more freeways for environmental reasons. Due to public opinion, construction costs, and other factors affecting BART, the BART loop will most likely not be completed within this century. Consequently, the most economical, logical and likely alternative appears to be utilization and improvement of existing bus and rail transit systems as recommended in the PENTAP (Peninsula Transit Alternatives Project) Report. While these problems are more readily solved at a regional level, the need remains for input at the local level. City policy makers and local government resources will naturally be involved in the solution of mass transit problems. Also, the leadership in finding workable solutions rests with those who live with the problem every day--the City officials and residents. Consequently, the City should make every effort to cooperate with the County and other regional agencies in the investigation and analysis of mass transit proposals.

2. Paratransit Services

Paratransit services involve dial-a-ride, vans,

and taxicabs and are an integral part of public transit providing yet another mode of transportation.

Vans could be purchased by the City, SamTrans, or employers, and operated by privately licensed individuals to provide a specialized transit service, such as the commute vans operating between Marin County and San Francisco. Also, an intra-city jitney service could be provided between San Mateo's commercial districts and/or the transit terminals. Costs to the riders are low and the operation does not involve public subsidy. The City should study the total costs and benefits for the operation of privately licensed vans in order to meet a diversity of community needs. City regulations should be reviewed on an established regular basis for the purposes of improvement and expansion of paratransit services.

3. Terminals

The bus and train terminals are now located in separate facilities in the downtown. The Downtown Plan has recommended a transit terminal located on the block north of First Avenue adjacent to the railroad tracks if mass rail transit services serving the Peninsula is upgraded. The proposed terminal should integrate the various modes of transportation: trains, buses, bicycles, automobiles, and any existing paratransit services. A pedestrian walkway should lead to the terminal. Storage facilities and a method of transfers between the various transportation systems can be incorporated into the plan to provide maximum convenience and flexibility for commuters and shoppers.

F. FACILITIES FOR THE HANDICAPPED

The City should make every effort to eliminate the existing design barriers for the handicapped. Some of the most important architectural barriers requiring adaptation for the handicapped are

sidewalks and public transportation. Safe mobility for the physically handicapped should be considered in designing the circulation system through the ramping of curbs and the phasing of traffic signals. The Community Development Block Grant Program provides a source of funds for curb ramping in the downtown. Cooperation on a regional level is necessary to provide access to the public transit system for the handicapped. Access can be facilitated through the use of buses equipped with lifts or other similar devices.

G. PEDESTRIAN WALKWAYS

Like the bicycle, pedestrian movement can be a viable mode of travel in addition to its recreational purposes. Pedestrian walkways, while varying in character, should relate properly in scale with surrounding buildings and open spaces. They should be designed with optimum safety of their users in mind, providing direct and convenient pedestrian movement for all segments of the public including the aged and the handicapped.

In all commercial areas where new buildings replace obsolete construction, developers should be encouraged to coordinate site plans to include the construction of such walkways through blocks and around buildings. These walkways, pedestrian facilities such as malls and other pedestrian-oriented areas should be included in commercial districts. These areas produce visual and physical amenities improving the shopping environment by establishing a favorable atmosphere.

Additional pedestrian crossings may be necessary over Bayshore Freeway. They could be completed in conjunction with bicycle lanes to improve home to school routes or access to the downtown and other commercial or recreational areas.

H. BIKEWAYS

1. Introduction

The bicycle is a viable means of transportation which is becoming increasingly popular. However, with the transportation system presently designed around the automobile, the bicycle as an alternative form of transportation has been largely ignored. Urban sprawl, congestion, noise, pollution and a general deterioration in the quality of life in metropolitan areas require that efforts be made to shift traffic to other forms of transportation wherever possible. A safe and convenient bike lane and path network offers one such alternative because of the advantages of the bicycle in cost, maintenance, noise, air pollution, and convenience for short trips. The automobile, or something similar to it, will probably always be needed in order to provide its owner with complete freedom of mobility. However, the efficiency of the automobile will be optimized only if a balanced-mode approach is taken in the design of transportation systems. A bikeway system should be one part of such a balanced system.

The very existence of such a network would encourage the use of the bicycle as a convenient means of travel for trips of three or four miles in length. The construction of a bike lane network could lessen the need for a second family car by providing an alternative form of transportation for children and many adults. This is particularly important in a time of economic uncertainty and gasoline shortages. In many parts of the City there is considerable potential for bicycle travel if cyclists have proper facilities. This potential is magnified by the mild climate, the flat terrain containing the vast majority of the population, and the fact that most residential, shopping and commercial districts within the City are all well within cycling range of each other.

2. Definition of Terms

There are various types of bikeways: bike paths, bike lanes, and bike routes.

Bike Paths are pathways for exclusive bicycle use, spatially or physically separated from motor vehicles. Although this is the safest type of bikeway, it is the most expensive as it involves construction of either a separate path or physical barrier between automobiles and bicycles.

Bike Lanes are situated on the edge of the paved area of an existing road. They are identified by signs, painted lines, and pavement markings. Vehicular and pedestrian cross traffic are permitted in the lanes. Parking may also be permitted on the curb side of the bike lane if desired. The bike lane then is 7 to 12 feet from the curb with vehicles permitted to cross the bike lane to reach curb parking.

Bike Routes are designated as joint motor vehicle/bicycle facilities and are identified by signs only. There are no special lane markings and consequently, routes are the least expensive type of bikeway. However, they are the least desirable from a safety perspective.

3. Safety and Enforcement

Despite the many economic, environmental, and convenience benefits of the bicycle, the inadequate accommodations afforded it on our streets and roads considerably restrict its use. Existing conditions are so unfavorable that it is impossible to estimate the full potential of bicycle travel under safe conditions. To protect present cyclists and accommodate future ones, a safe, convenient network of bike lanes is definitely needed combined with a safety education program for motorists and bicyclists, and enforcement of laws pertaining to

the movement of cars and bicycles.

4. Route Selection

Existing bike routes can be examined with the purpose of converting such routes to bike lanes with parking permitted adjacent to the curb where such parking already exists. Besides converting existing routes to bicycle lanes, additional lanes should be developed to include a home school bike lane network. Children are presently riding bikes to schools without the benefit of lanes. Safety would be increased if bicycle traffic was channeled to certain streets to avoid congested arterials. An east-west bike lane over the freeway would also increase safety for those students living on the east side of the Bayshore Freeway and attending school on the westside.

There are numerous funding sources available for the development of bike lanes and paths. The various funding alternatives should be explored in order that the municipal costs for development of a bicycle system be reduced while greater safety for bicyclists is provided.

Bicycles can serve a significant portion of local transportation needs for the commuters, school children, shoppers, and people seeking recreation. When integrated and interfaced with buses and rail transit, the bicycle can offer a real alternative to the automobile. A bikeways system consisting, primarily, of bicycle lanes is needed in the City of San Mateo.

VI. CONCLUSION

Various events in the past decade have increased concern over the scarcity of land, energy, clean air and water. These environmental issues are now fundamental elements to consider in public policy

decisions. Wise management of scarce resources is a necessity.

Unfortunately, the existing transportation system is culpable in the misuse of resources. The once famous freeway network has contributed to urban sprawl and smog, making some cities unliveable and others barely tolerable. An alternative to auto transit is imperative. Naturally, the scope of transportation problems extends beyond any single municipality but local decision makers are obliged to consider the far-reaching implications of unrestricted street widening, extensions, etc.

The transportation system should not be considered a goal but rather a means to achieve community goals. A comprehensive system is essential for people to have access to a variety of opportunities -- social, economic, and recreational. These opportunities, in turn, contribute to the quality of life within the community.

Decision makers have a dual obligation in regard to improving the transportation system -- manage scarce resources and provide access for all population segments. The future outlook of urban areas is increasingly dependent on the development of a balanced transportation system.

**BIKEWAYS
ELEMENT**

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I. INTRODUCTION

The bicycle is a viable means of transportation. In recent years, the bicycle has become increasingly popular. However, with the transportation system presently designed around the automobile, the bicycle as an alternative form of transportation has been largely ignored. Increasing urban development and traffic congestion in towns and cities require that efforts be made to enhance other forms of transportation when feasible. A safe and convenient bike lane and path network offers one such alternative because of the advantages of the bicycle in cost, maintenance, noise, air pollution, and convenience for short trips. The automobile, or something similar to it, will probably always be needed in order to provide its owner with complete freedom of mobility. However, the efficiency of the automobile will be optimized only if a balanced-mode approach is taken in the design of transportation systems. A bikeway system should be one part of such a balanced system.

The very existence of such a network would encourage the use of the bicycle as

a convenient means of travel for trips of three or four miles in length. The construction of a bike lane network could lessen the need for a second family car by providing an alternative form of transportation for many adults. This is particularly important in a time of economic uncertainty and gasoline shortages.

In many parts of the city there is considerable potential for bicycle travel if cyclists have proper facilities. This potential is magnified by the mild climate, the flat terrain containing the vast majority of the population, and the fact that most residential, shopping, and commercial districts within the city are all well within cycling range of each other. The bikeways network was selected to serve the commuting needs of shoppers, businessmen, and students. (Land use of the planning areas adjacent to the bikeways system are available in the Housing and Land Use Element of the General Plan.)

II. THE NEED FOR BIKEWAYS

Prior to 1978, the present bikeways network in the City of San Mateo was composed only of bike routes (see Definition Section), which are merely signs to guide the bicyclist. Bike routes are designed around the automobile, rather than the bicycle and there are no provisions for exclusive or semi-exclusive bicycle passage. The new bikeways plan would

include bike lanes and bike paths, thereby providing safer exclusive and semi-exclusive right-of-way for bicyclists.

Safety is a primary consideration in the design and development of a new bikeways system. Despite the many advantages of the bicycle, the present inadequate accommodations considerably restrict its safe and convenient use. Present conditions are unfavorable and it is impossible to estimate the full potential of bicycle travel under safe conditions. To protect present cyclists and accommodate future ones, a safe, convenient network of bikeways is needed, combined with a safety education program for motorists and bicyclists.

Limited funding for bikeways has become available as local and national interest in bicycling has increased. In fact, the availability of funding will ultimately determine the composition of the bikeways system. Bike paths (see Definition Section) offer the bicyclist exclusive right-of-way and the greatest protection from motorists. It is also, unfortunately, the most expensive and is not always appropriate for highly developed areas. Although the monies available for bikeways planning and construction is increasing, the amount still represents only a fraction of all transportation dollars.

III. DEFINITION OF TERMS

A "bikeway" means all facilities that are provided primarily for bicycle travel. There are three different types, or classes of bikeways:

A. CLASS I - BIKE PATH

A Class I facility, or bike path, (see Figure 4.1) provides a completely separate right-of-way for the exclusive use of bicycles and pedestrians. Bike paths are the safest of the three types of facilities since conflict with motorists are minimized or eliminated. Unfortunately, bike paths are the most expensive since it involves the construction of either a separate path or a physical barrier between the bicyclists and the motorists. Class I facilities have limited usefulness in highly urbanized areas where competition for space is intense. Class I facilities are often located in parks or adjacent to county roads. Bike paths will prohibit the use of motorized vehicles including mopeds.

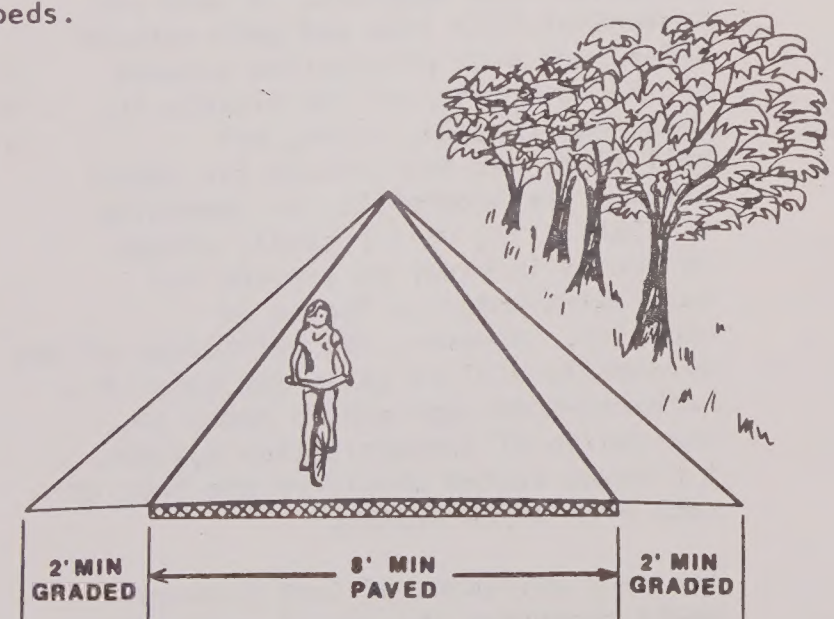


FIGURE 4.1.
BIKE PATH

B. CLASS II - BIKE LANE

Class II facilities, or bike lanes, (see Figure 4.2) provide for the semi-exclusive use of a portion of a street. Bike lanes are striped lanes located between the right-hand travel lane and the curb or the right-hand travel lane and curb-side parking. Bicycles have exclusive right-of-way in this area, except where motor vehicles must cross intersections, park, or enter/exit driveways.

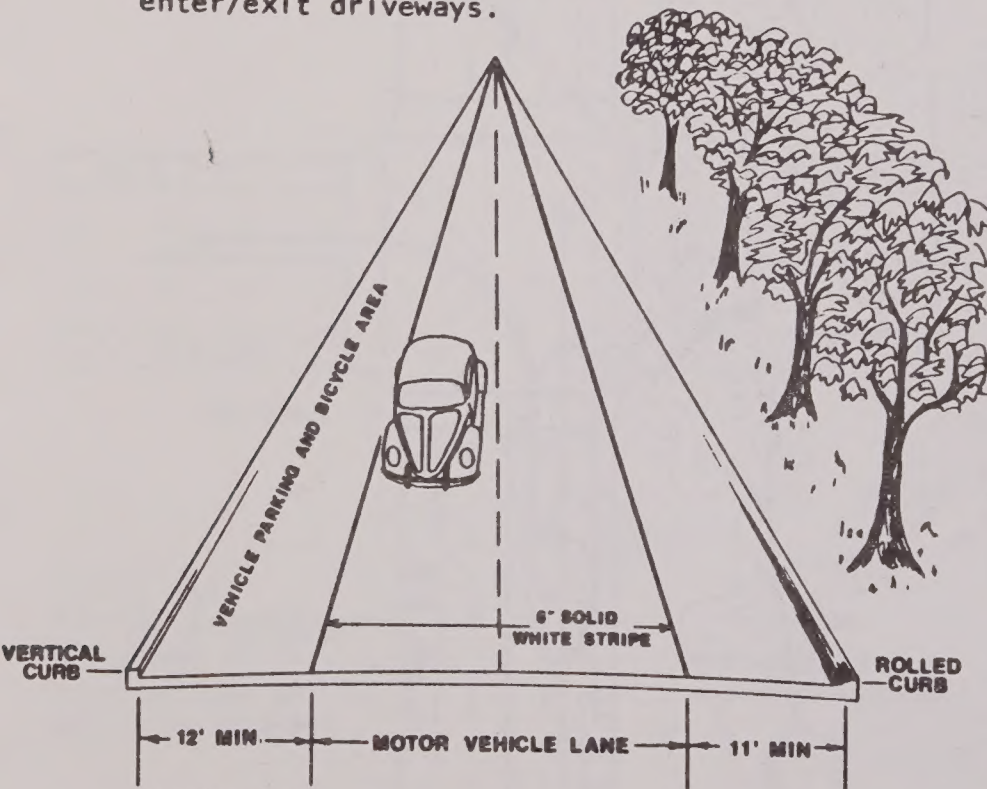


FIGURE 4.2
BIKE LANE

C. CLASS III - BIKE ROUTES

A Class III facility is a right-of-way shared by bicyclists and motorists and delineated only

by bike route signs, (see Figure 4.3) Bike routes do not have special lane markings but the signs do inform the motorist that bicyclists may be present. Bike routes are the most economical bikeway facility but provide the least separation from the motorist. The present bikeways system in the City of San Mateo is mostly composed of bike routes (see Figure 4.4)

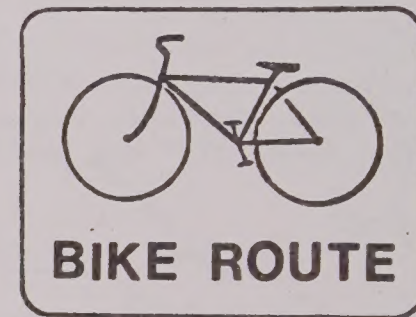
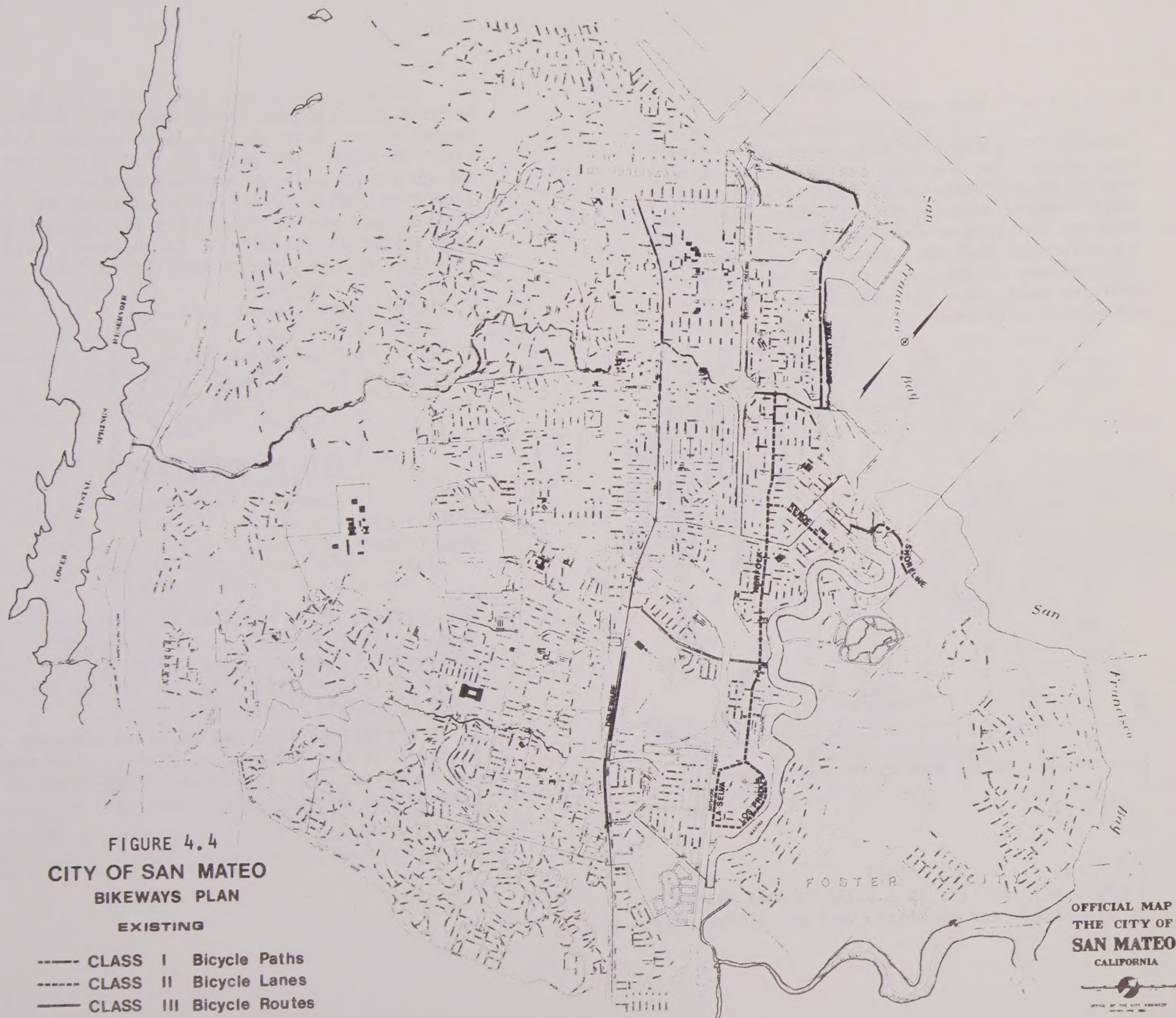
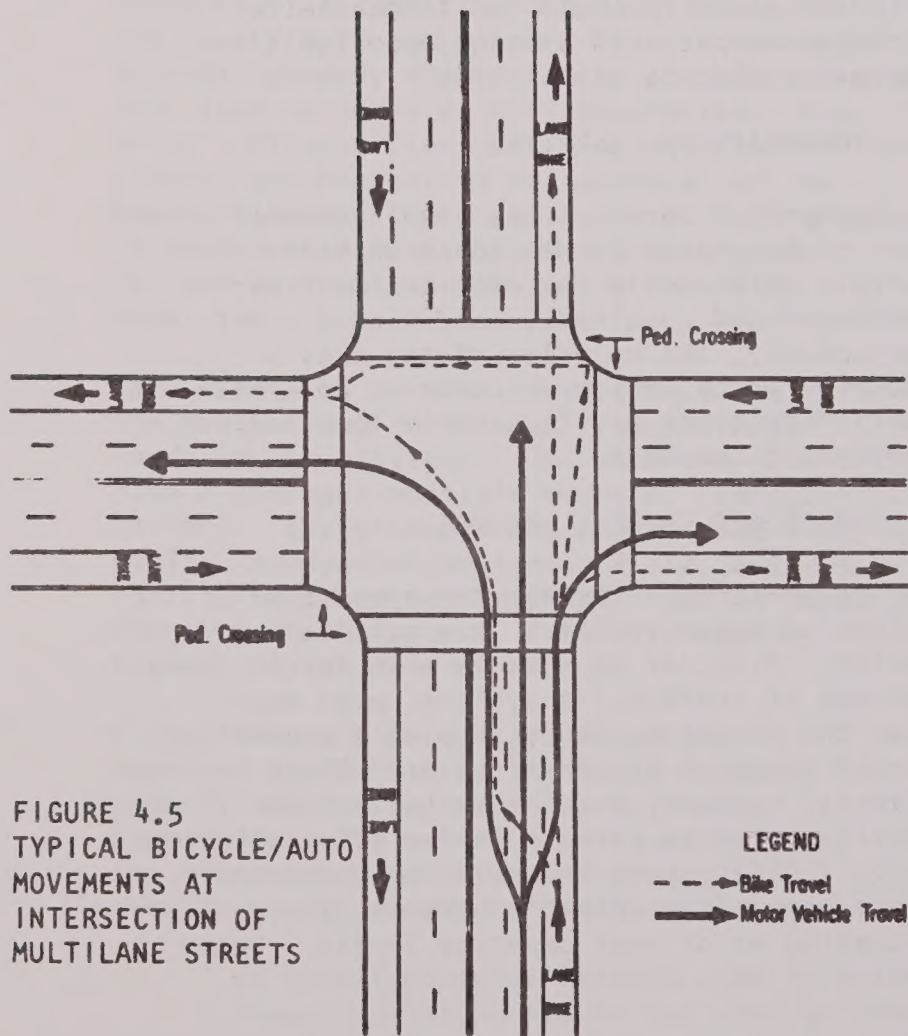


FIGURE 4.3
BIKE ROUTE
SIGN

The creation of an adequate bicycle transportation system requires a combination of all three classes of bikeways. This allows all the needs of the bicycling community, as well as the other users of street space, to be met.

It is emphasized that the class designation of bikeways is not intended as a hierarchy--that one is better than the other. Each class of bikeway has an appropriate application.





Development of a bikeway system should not be considered unless the facilities can meet or exceed minimum design standards. Minimum design standards for all classes of bikeways have been established by the California State Department of Transportation effective September 1, 1978. Properly designed facilities are more likely to be used by bicyclists and are much safer. An improperly designed bicycle facility can create a hazard greater than not having a facility at all. State standards include provisions for the more difficult turning movements, right turns and left turns (see Figure 4.5).

IV. SIGNING

Standard regulatory (State) signs will be posted for safety. The signs are designed to guide and warn both motorists and bicyclists (see Illustration 4.6).



FIGURE 4.6
STATE BIKE SIGNS

V. OBSTACLES TO BIKEWAYS DEVELOPMENT

In developing a bikeway plan for San Mateo, four basic types of constraints were encountered.

A. INSUFFICIENT STREET WIDTHS

Insufficient street widths were a concern since bike lanes, Class II facilities, have the greatest potential in creating a viable bikeways network. State design standards do not permit lane striping on streets less than 42 or 44 feet in width, depending on the type of curbing.

The width requirement eliminated many San Mateo streets from accommodating Class II facilities. The width constraint could, in some instances, have been relieved by removal of on-street parking but this was not pursued, due to the general shortage of parking spaces throughout the city.

B. PHYSICAL BARRIERS

Physical barriers in the city are very significant; the railroad tracks, Highway 101, and Highway 92 have significantly stratified the city in many ways. East-west crossings over the Bayshore Freeway are particularly needed; there are currently five (Peninsula Avenue, Third Avenue, Monte Diablo, Highway 92, and Hillside Boulevard) east-west crossings. Only the crossing at Monte Diablo provides exclusive passage for bicyclists and pedestrians. The need for east-west

crossings will be eased by the future Highway 92/101 interchange, which provides a separated pedestrian and bicycle crossing. Eliminating physical barriers is a high priority since it would facilitate better circulation patterns and new opportunities for all residents of the city.

C. TOPOGRAPHICAL BARRIERS

Topographical barriers are also limiting. Much of San Mateo is developed on hilly terrain which would tax even the most experienced and physically conditioned rider. Fortunately, the majority of the city's shopping areas, employee centers, and residential sections are located in the flatter portion of San Mateo.

D. SPEED AND TRAFFIC VOLUMES

For an on-street bikeway, the speed and volume of motor vehicles is a critical factor. Bicycles do not mix with large volumes of traffic. A cyclist, even more than the motorist, tends to pick the most direct route to his destination. These streets, however, are apt to be the most heavily traveled streets in the city. Heavy traffic poses a formidable constraint since many of San Mateo's streets are operating at or near capacity levels. Resolution of this problem is accomplished by choosing parallel routes or streets operating at low levels of service.

VI. CONFORMITY OF PLANS AND CITIZEN PARTICIPATION

Before the Bikeway Plan was drawn, bikeway networks of neighboring municipalities and the county were consulted. This is necessary to avoid choppy, discontinuous, bicycle networks that stop abruptly at city boundaries. San Mateo's Bikeway Plan (see Figure 4.7) adds continuity and has gained the approval of the County Bikeways Committee. The plan is also in conformance with the future city plans for the Bayfront and Shoreline Park Plan area.

Care was taken to plan the system along the present and long-range transportation needs of the citizens. The bikeways plan also encourages multiple modes of transportation; the bikeways are coordinated with public transportation lines of the Southern Pacific Railroad and SAMTRANS, the San Mateo County Transit System. (See Circulation Element of the General Plan.)

A preliminary plan was presented and approved by members of the Youth Advisory Council and the Park and Recreation Commission. The school administration was also consulted to identify possible trouble spots around the public schools.

Many helpful and pertinent comments were received and incorporated into the development of the final bikeways plan.

In conclusion, the city's involvement in bikeway planning will extend through the completion of the approved facilities and their future maintenance. Bikeway facilities provision and improvement should be a regular portion of the Capital Improvement Program including an aggressive program to continue to obtain State and Federal financing for the system. Bicycle facilities, either in the form of racks or lockers, should be provided throughout the city in response to the security problem. New development will be required to provide bikeways and/or bicycle storage areas, much as current standards require adequate parking spaces.

Rest facilities are also available to city bicyclists. The bikeways system includes many city parks and recreation centers which provide drinking water, restrooms and public telephones. There are many local service stations where air for bicycle tires can be obtained.

A safety program aimed towards school children is imperative; accident reports from the last two years indicate that most accidents involved children and teenagers. City commitment is necessary to make bicycle planning and thinking an ongoing process. When properly supported, the bicycle will provide a healthy and enjoyable alternative to the automobile.

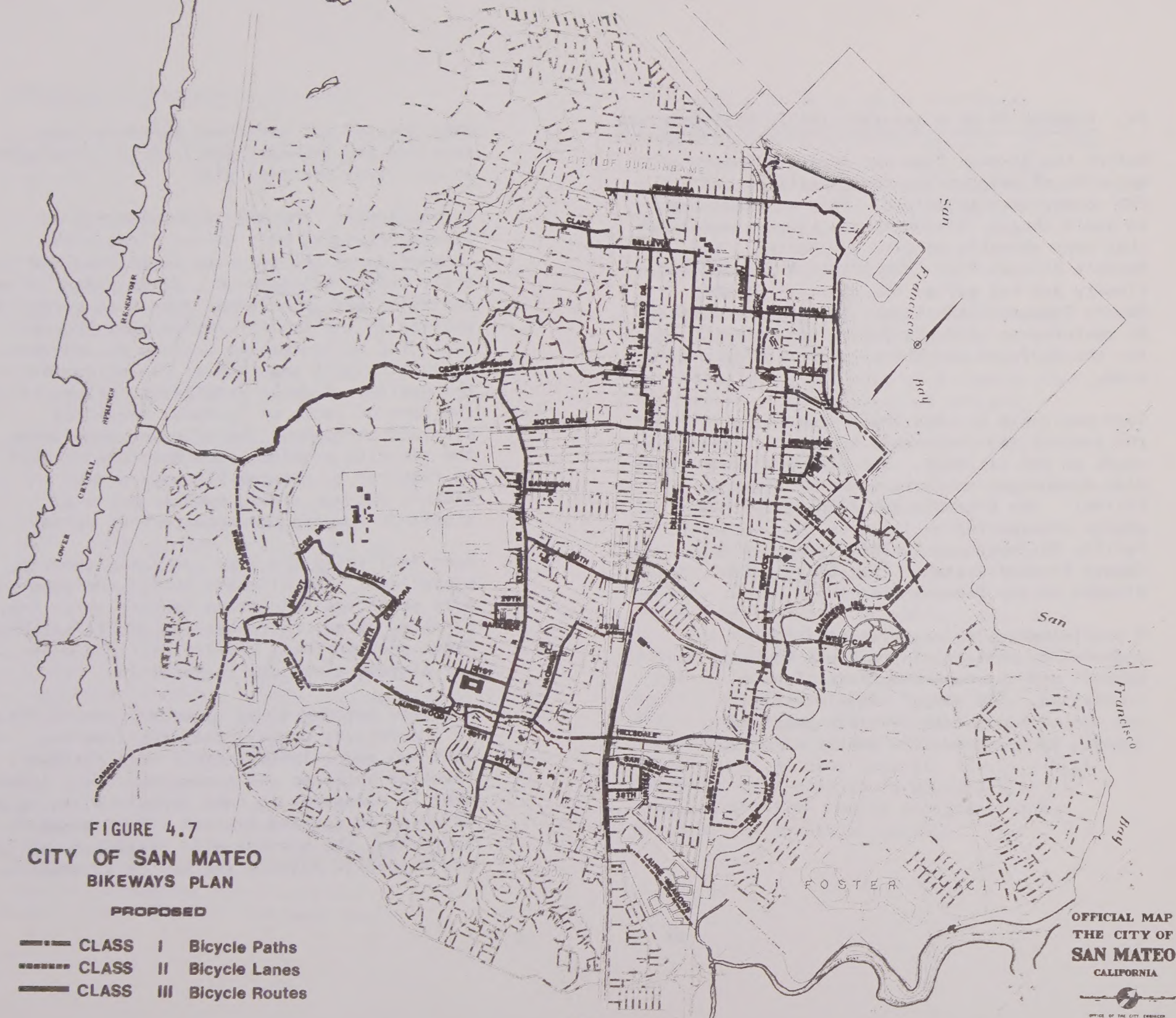


FIGURE 4.7

**CITY OF SAN MATEO
BIKeways PLAN**

PROPOSED

- | | | |
|-----|-----------|----------------|
| ——— | CLASS I | Bicycle Paths |
| ——— | CLASS II | Bicycle Lanes |
| ——— | CLASS III | Bicycle Routes |

**OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA**



OFFICE OF THE CITY ENGINEER
SAN MATEO, CALIFORNIA

**OPEN SPACE & CONSERVATION
ELEMENT**

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-Open space for the preservation of natural resources, including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.

-Open space for the managed production of resources, including, but not limited to, forest lands, range lands, agricultural lands and areas of economic importance for the production of food and fiber; areas required for re-charge of ground water basins; estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

-Open space for outdoor recreation, including, but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

-Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality."

The subject matter of the Conservation Element is intended to be:

Conservation, development, and utilization of natural resources, including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved for any purpose for the county or city for which the plan is prepared. The conservation element may also cover:

- The reclamation of land and waters.
- Flood control.
- Prevention and control of the pollution of streams and other waters.
- Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan.
- Prevention, control, and correction of the erosion of soils, beaches, and shores.
- Protection of watersheds.
- The location, quantity and quality of the rock, sand and gravel resources.

B. PURPOSE

The main purpose of the Open Space and Conservation Element is to insure that San Mateo maintains a balance between developed space and open space amenities which are necessary for a satisfying living environment.

It is a foregone conclusion that development, and sometimes very intensive development, will occur in San Mateo. Already San Mateo is not what it once was. It is no longer the rural commuter suburb to San Francisco. Yet the qualities which attracted persons to San Mateo need not be lost. San Mateo has become more urban than suburban and there is every evidence that this transition offers new possibilities. Life in this city can still combine the excitement and convenience of an urban center with amenities of open space and natural landscape and beauty.

C. SCOPE

The scope of the Open Space and Conservation Element includes the City of San Mateo as well as areas in its sphere of influence. The areas of Baywood Park and Highlands, and unincorporated portions of Laurel Creek are the most significant areas in the sphere of influence. They are important in the context of this report because they are background to the City, the hills to the west and therefore quite visible. These areas also contain the largest unbuilt areas, the most varied topography and vegetation. Portions of these planning areas are also subject to annexation in the future.

The types of land included in the report range from large vacant areas to small vacant parcels, even land subject to redevelopment. Because so much of the City is built up, an effective report must deal with the provision and use of open spaces in an urban context. The report deals with specific sites which are of importance to the Open Space and Conservation Element, and general non-localized problems of conservation. A number of factors significant to this report are applicable generally; they are not unique to any particular location and are thusly dealt with in general terms.

The scope also includes implementation methods. Some of these methods are complete as they appear in this report, while some cannot be described in the necessary detail and must be refined separately from this report.

D. . APPROACH

The Open Space Element and the Conservation Element guidelines as established by the Legislature are general and all-encompassing, in order to be applicable to all the various and varied jurisdiction in the State. Since San Mateo is more urban than rural, the report considers factors important to urban areas and therefore deals at times on rather small scales.

E. GUIDELINES TO PRESERVE OPEN SPACE

The reasons for which open space preservation is important are numerous. There are seven major ones, and most are related to each other.

1. Preservation of a semblance of the natural topography and vegetation in the western hills area. From a community standpoint, the hills in the western portion of the City represent a valuable and significant landscape background to the City. In their natural condition, they reflect a sense of openness and relief to the more urban parts of San Mateo.
2. Minimizing hazards to public safety
Grading of steep slopes results naturally in an increased hazard from earth slides and erosion. Areas of steepest topography include for the most part soils which have a particular inclination to slide and erode.

3. Conservation of natural vegetation. As San Mateo becomes more urban, the need for conservation of natural vegetation increases. Mature trees and shrubs ameliorate the sterility of pavement and structures and introduce some relief to manmade environments. They also serve a function in the oxygen-carbon dioxide exchange, enhance air quality, moderate temperatures, and add to property values in areas where they are located.

4. Public park space needs. At a time when vacant land of any kind becomes increasingly scarce, the need for formally designated active and passive park purposes increases. Many privately owned vacant parcels of land have been used as informal park space and play areas. These parcels are subject to development and removal from the large pool of informal recreation space not owned by the City. Nevertheless, the need for park and recreation space remains and must be taken into account if citizens are to enjoy a reasonable satisfactory environment.

5. Scenic value of open space. A good deal of the "character" of San Mateo depends on private properties which are either vacant or which include vegetation and natural ground features in addition to developed areas. Scenic value includes two separate aspects, one the view of, and the other the view from. In both cases scenic value is generally determined by many properties collectively.

6. Conservation of historic areas. San Mateo history goes back to Indian times. Burial grounds and settlement sites have been identified. Spanish explorers made their mark beginning in 1776 when de Anza and his expedition explored the peninsula. Settlement of the City began with this period. Its pace picked up in the latter decades of the 19th Century, so much so that today there is little sense of the origins in San Mateo.

7. Recognition of air space value. To an urban setting, the value and importance of the

third dimension, height, increases. For every parcel of land, existing or potential development has an impact on immediately adjacent land, on the neighborhood generally, and frequently on the entire City. As scarcity and value of land increase, there is a natural pressure to build taller buildings. Resulting development has manifold implications on traffic, utilities, city services, all factors which influence one's perception of the community.

F. ANALYSIS

Analysis of existing or potential open spaces and their open space and conservation significance falls in nine major categories. These categories are established only to facilitate their evaluation and discussion, not because they have special or unique open space value or characteristics.

The first category includes lands over which the City has direct control, essentially City parks and recreation facilities. Since this category is dealt with in detail in the Parks and Recreation Element, discussion is limited to a brief recap, and to recommendations in the implementation section.

The second category is public or semi-public land which is likely to remain open but over which the City has no direct control. This category breaks down into three sub-categories--other public, utility land, and private lands. Examples of the first sub-category are Coyote Point and the County Fairgrounds, PG & E easements fall in the second subcategory, and private school grounds, and private parks in the third.

The third category is privately held vacant land. This is the most difficult section to deal with. Such lands are

subject to development at any time and open space uses cannot be required exclusively without acquisition.

The fourth category includes lands which are subject to redevelopment. Such lands are included because they relate to this element at the time of redevelopment. Two separate subcategories comprise this group. First are marginally developed lands, on which improvements are inconsequential when compared to the value of the land. Such improvements could be removed easily and the land put to another use. The second subcategory includes lands which are subject to redevelopment. Improvements on such lands may be substantial except that the economics of development may make it profitable to remove them and rebuild another structure.

The fifth category is waterways. In the past, streams have been treated as little else than drainage ditches. This report looks at these areas in an effort to determine their usefulness for other purposes.

The sixth category consists of lands and buildings of historic significance.

The seventh category is scenic highways. While the Scenic Highways Element will treat this subject in detail, there are at least five highways in the City which merit inclusion in this Element for their open space and conservation value and need for open space planning.

The eighth category includes specific areas of community concern and value which are comprised of many parcels. These are downtown, El Camino frontage, Twenty-fifth Avenue, and other shopping areas.

The ninth category consists of public right-of-ways. Too often overlooked in the City scope and space, streets and highways take up a tremendous amount of space, shape urban growth, and are an actual or potential open space resource.

The general approach to evaluating land for its importance to this element is to view it in light of open space value; value is determined by considerations for recreation potential, scenic value, safety reasons, topography, vegetation, and other factors. These factors or criteria cannot, however, be used as absolutes. Each vacant lot or large undeveloped parcel of land has potentially unique characteristics, the importance of which may change under varying conditions. Land areas, their importance, and ways to maintain open areas must be considered simultaneously because each may have limiting or favorable effects on the other. This approach also means a process of consideration, first in general terms and eventually in increasingly finer detail.

The approach to this report is influenced greatly by available implementation methods. Since the Parks and Recreation Element proposes acquisition for park and recreation purposes, it is not realistic to rely heavily on acquisition as an implementation method in this report. Alternative methods are the main concern of the Open Space and Conservation Element.

The laws requiring the addition of the Open Space and the Conservation Element to the elements of the General Plan allow for two separate elements. Once again, the context of San Mateo suggests that these elements be dealt with in a single document.

II. CONCLUSIONS AND RECOMMENDATIONS

A. CONCLUSIONS

From the analysis of the nine categories of land, the following summary conclusions can be drawn:

1. City Parks and Recreation Space.

They are dealt with in the Parks and Recreation Element of the General Plan, and will be included in the Open Space Zone.

2. Other Public, Utility Land, Semipublic, Private Recreation Space.

They are owned by the public or a utility for the most part; and it is important to continue to maintain public ownership or control over these lands since open space, and recreation space, is in such short supply. Most, if not all, areas in this category are subject for inclusion in the Open Space Zone.

3. Private Vacant Land.

a. Sites east of El Camino do not pose development hazards because of topography; generally vegetation or trees are of little significance, except for site 13. All of these areas are underlain by new bay mud and artificial fill. Development problems include subsurface stability necessary for construction and likely subsoil response during seismic activity.

b. Sites east of El Camino are significant because they are associated with significant factors--adjacent freeways and water, especially.

c. Open space for active and possible recreation is an important consideration for sites east of El Camino. Since virtually all areas of the City are

deficient in park spaces, emphasis on the provision of such areas is one of the more important factors for these sites.

d. For sites west of El Camino (except sites 5 & 6) topography is an important attribute, both in terms of safety and scenic value.

e. Vegetation and ground cover are important characteristics shared by all sites west of El Camino Real.

f. Ten of the seventeen areas either include or are adjacent to water which may require special consideration.

4. Redevelopment.

a. Marginally developed land is very similar to vacant land. These areas are quite large and would seem to be subject to the same open space policies as vacant land.

b. Areas subject to development raise several concerns. Existing vegetation is normally reduced considerably as a result of redevelopment. The bulk and size of the replacement building will generally be considerably greater than that of the removed structure; building type is generally also different. As a consequence there are likely negative impacts on surrounding areas, in terms of open space, conservation of vegetation and demand for services such as streets and parks.

5. Waterways.

a. Natural creeks and creek beds are valuable open space resources. Extensive tree growth is usually associated with creek banks.

b. Artificial drainage ditches are quite unsightly but offer a potential for open space use since they are city-owned with service access adjacent.

c. Marina Lagoon serves a dual use as a catch basin and recreation area. In its latter function, it represents a very valuable resource for water-oriented recreation and as a scenic feature.

d. Ten vacant or marginally developed sites (out of seventeen) are either adjacent to or include waterways. This seems to offer the opportunity to include water features in future development.

e. San Mateo Creek is the major stream in the City, and the most valuable from a scenic standpoint. Because of diverse aspects, several open space policies may be appropriate. A recent report indicated that Crystal Springs Dam might not survive a major earthquake, causing serious questions of downstream development hazards. Less hazardous but occurring now is the spillage of water from Crystal Springs Lakes during excessive rainy periods. This results in considerable water flow of consequence to developments immediately adjacent to the creek.

6. Historic Conservation

a. San Mateo is one of the oldest settlements on the Peninsula and includes archeological as well as many historic sites and buildings.

b. The current inventory of historic sites can be obtained from the County Historical Society.

c. Areas in which additional historic sites and buildings might be found can be delineated.

d. Environmental impact report subject matters may include evaluation of sites for historic significance. The EIR could, therefore, be a method for creating a more complete picture of San Mateo's history, and could be used as a vehicle leading to conservation of historic sites and buildings.

7. Scenic Roadways

a. Polhemus Road and Crystal Springs Road are streets of such scenic value that developments on adjacent and nearby properties should take into account their impact on the general scenic value of the streets.

b. Alameda de las Pulgas is an unusual street, an arterial, which passes through residential areas. It is landscaped and well maintained. An ongoing effort of improvement would enhance adjacent areas.

c. Freeways are large facilities which are highly visible and have important impacts on surrounding land, by influencing land uses and because of traffic noise. They may be undistinguished as Bayshore is or more scenic as Younger Freeway. The latter is attractively landscaped in the vicinity of Alameda, adding beauty and a sound buffer to that stretch of the freeway.

Freeway intersections take up much space, most of which is unuseable. Heavy landscaping can create large and visibly attractive areas.

d. Third Avenue has changed in its function and will again become a more important street. Since it is near the Bay and considerable vacant land, it has a great potential for being more attractive than it is.

e. Other streets could serve the purpose of this Element if street improvement programs, including tree planting, were developed.

8. Specific Areas

- a. Several specific areas deserve concern, either because they are problems, or offer special opportunities. They include downtown, El Camino frontage, and 25th Avenue among others.
- b. These specific areas are important economic activity centers and community centers. Improvement programs including open space provision, landscaping and trees should enhance the economic value and attractiveness of these areas.
- c. Several of the specific areas are subject to considerable public expenditures for single-purpose improvements. This would be an opportune time to consider general improvement plans.

9. Rights-of-way

- a. Street rights-of-way are a large pool of actual or potential open space.
- b. Streets contribute extensively to the character and quality of an area.
- c. Streets are too often considered only in terms of their traffic movement function.
- d. Street trees are important determinants of street quality and affect significantly the character and quality of neighborhoods.

B. RECOMMENDATIONS FOR OPEN SPACE POLICIES

Analysis of vacant lands and natural resources, and their importance to the community, indicates that the following development policies will aid in the preservation of open space values which are significant community-wide, and in the conservation of significant natural and man-made resources.

1. Implement an Open Space Zone to preserve public and semi-public parks and recreation areas.
2. Limit extent of development on slopes over 30%.
3. Residential buildings in new development proposals on sites adjacent to freeways should be set back from freeway right-of-way sufficiently far to eliminate noise impact of traffic.
4. An easement adjacent to Marina Lagoon will be required in new development proposals adjacent to Marina Lagoon, wide enough to afford public access to and use of the Lagoon. The easement could be variable depending on site conditions and potential use.
5. Changes to Zoning Code
 - a. R3 Zone
 - Evaluate the adequacy of open space requirement
 - Review of the floor area bonus to determine whether or not it is consistent with the purpose of the zone.
 - b. R5 Zone
 - Review the adequacy of lot size, coverage, and open space as bonus features to promote good design.
 - Develop residential high-rise design standards.

c. Executive Zones

Establish a review procedure and analyse development over a two-year period to determine effectiveness of incentives.

d. Planned Developments

- Eliminate gross land areas as determinant of permitted units.
- Develop design guidelines for planned developments

e. Proclaim interim policy against Zoning Code provision that a high-rise residential building is permitted in any commercial district with a special permit, except in Central Business District Zone.

6. Require an easement adjacent to all water-ways (on both sides) identified in this report as creeks or drainage ditches, in all new developments. The easement should be wide enough to fulfill the purpose of this element.

7. Develop San Mateo Creek between the railroad tracks and Bayshore Freeway into a linear park.

8. Establish a list of historic sites, buildings and areas containing potential sites of historic significance. Require parcels listed as historically significant to undergo public hearings in the event of redevelopment to determine disposition of structures to be demolished. Require proposed development within designated historic areas to emphasize historic aspects in required Environmental Impact Reports.

9. Develop design schemes and/or improvement plans for important specific areas, with priority on downtown, El Camino and Twenty-fifth Avenue.

10. Outline redevelopment policies to insure continued compatibility between new development proposals and surrounding areas.

11. Require the Board of Zoning Adjustments to make findings as to whether a project will enhance, detract from, or is neutral to the purpose of this Element.

12. Develop a right-of-way policy to consider the many impacts and potential uses of City Streets.

13. Develop a tree policy to guide street tree planting and preservation of existing trees.

14. Establish impact corridors for Crystal Springs Road, Polhemus Road, Alameda de las Pulgas, and Third Avenue from Bayshore to Foster City, and require that development in the corridors be subject to public review by San Mateo, the County, and Hillsborough, where applicable to insure consistency between development proposals and scenic values of these streets.

15. Develop detailed open space and development policies for privately owned vacant areas of the City, to preserve significant open space values and to let the owners know what the City expects of them.

II. RELATIONSHIP TO OTHER PLANS

A. PARKS AND RECREATION ELEMENT

The City of San Mateo has an adopted Parks and Recreation Element of the General Plan. To quote from that document, its purpose is "to design a system of park and recreation areas to adequately serve present and future community needs. The proposed Plan is designed to serve an ultimate population of 115,000. The Plan is proposed to serve three goals: (1) Insure that new development will provide the necessary park and recreation space to serve the needs of the additional population; and (2) Plan for land acquisition that will make up the present deficiency of park and recreation space; and (3) Establish a balance of land use for utilizing active, passive, and cultural recreation areas".

By its nature, the Open Space and Conservation Element must be closely related to the Parks and Recreation Element. In effect, a major subject of the Open Space Element is complete. The Park and Recreation Element explains in detail existing park and recreation facilities and designates sites for future additions.

B. IMPLICATIONS OF PARKS AND RECREATION ELEMENT

The proposed additions represent an optimistic view of the areas which could be added to the park space inventory. A priorities report has been prepared which indicates the lands to be acquired in the near future, and, by omission, those which must wait beyond the foreseeable future for acquisition. Because of this, it would be unrealistic to say that this Open Space Element should rely on acquisition as a major implementation method. The premise of this Element must be that money available for park, recreation, and open space purposes will for the most part be allocated

to the purchase of land designated in the Parks and Recreation Element, and that the Open Space Element must largely rely on alternative methods to fulfill its purpose.

Since the Parks and Recreation Element addresses itself to a major topic of the Open Space Element, this section is intended to highlight the essence of the Parks and Recreation Element.

C. INCLUSION OF PARKS AND RECREATION ELEMENT

The Parks and Recreation Element deals primarily with City-owned parks and recreation facilities, school facilities and areas of planned developments committed to park and recreation uses. Map 1 shows existing and proposed facilities as designated in the Parks and Recreation Element.

A number of parks and recreation facilities are not included specifically in the Parks and Recreation Element since they are not City-owned and therefore outside the scope of that Element. These areas are, however, important open space resources, the significance of which is magnified by the fact that they are publicly owned at a time when the need for public use and control over open space is thought a great need while the resources to obtain it (by ownership) are extremely strained; examples of non-city parks are Coyote Point and the Fairgrounds. Figure 5.1 shows all lands in this category.

A series of semipublic and private facilities serve an open-space purpose as either active recreation spaces or passive

open space. This category includes private schools, private parks, utility lands and other areas. Figure 5.1 also shows these areas.

D. OPEN SPACE ZONE

In the implementation section, the nature and purpose of the open space zone will be further discussed. Here, however, brief mention is made since the affected areas are essentially those treated in the Parks and Recreation Element, and other public and semi-public areas noted in the previous paragraph and shown on Figure 5.1

E. RELATIONSHIP TO THE GENERAL PLAN

The Open Space and Conservation Element must be related to and consistent with other elements of the General Plan. Its extension or takeoff on the Parks and Recreation Element has already been mentioned. Other elements which will be affected by this element are the Housing Element, Public Buildings and Facilities Element, and the Land Use Element. The relationship to the Housing Element involves reconsideration of residential development patterns as they are affected by recommended open space and conservation policies. The Drainage Phase of the Public Buildings and Facilities Element is affected inasmuch as this Element addresses itself to waterways. The Land Use Element is affected at least to the extent that it must reflect the designated open space lands to this Element.

F. RELATIONSHIP TO FUTURE ELEMENTS AND PLANS

Consideration has been given in this Element to factors which will be the primary concern of elements to be prepared in the future. Seismic and geologic hazards are included in the rationale for open space conservation, but will more completely be dealt with in the Seismic Safety Element. Open space buffers from noise generators are recommended; noise and ways of dealing with this problem will be the specific concern of the Noise Element. Visual quality of open space is a concern regarding some streets; the Scenic Highways Element will deal in greater detail with that topic.

Because so much of San Mateo is urban, and open space in that context may mean small formal open spaces, this Element touches on an Urban Design Element. One of the recommendations of this Element is the preparation of urban design guidelines for significant areas of the City, if not the entire City.

G. RELATIONSHIP TO REGIONAL PLANS

The Open Space and Conservation Element is consistent with regional plans of other agencies on the same subject. Applicable regional agencies are the Association of Bay Area Governments (ABAG), Bay Conservation and Development Commission (BCDC), San Mateo County, and the Water Quality Control Board (WQCB). ABAG's open space plans include the bay and watershed lands of Crystal Springs lakes; BCDC's primary concern is San Francisco Bay and the City's adopted Shoreline Plan is expected to be approved by BCDC. San Mateo County plans for open space are dated and currently under review but again, San Mateo's Open Space and Conservation Element should reflect in detail the more general County plans. Recommendations of this element are only tangentially relevant to WQCB requirements; they do not interfere with policies of the water board, and support improved water quality when water is the subject matter.

IV. ANALYSIS

A. INVENTORY AND EVALUATION

As mentioned in the introduction, nine categories of open space are considered in this report. The reason is that lands in each category share certain attributes which facilitate their discussion. Such attributes include whether they are owned by the public, are private land, all water areas, scenic highways, and so on. Individual categories do not necessarily share any open space value or significance.

The nine categories consist of: first, City parks and recreation facilities; second, other public and utility lands and potential private open space facilities (such as private schools and private parks); third, privately held land; fourth, land subject to redevelopment; fifth, waterways; sixth, historic areas; seventh, scenic highways; eighth, specific areas of community impact; and ninth, public rights-of-way.

This section discusses each category in turn, in terms of their value and importance to this Open Space and Conservation Element.

1. City Parks and Recreation Spaces

As the section of the Parks and Recreation Element indicates, City-owned land, primarily park and recreation facilities, will be included in the open space zone.

2. Other Public/Utility Land Semi-Public/Private Recreation Spaces

Similar to City-owned lands, a public agency like the school district, or a public utility like PG & E has control over these parcels. These areas will, for the most part, be included in the open space zone.

3. Private Vacant Land

Figure 5.2 on the following page shows the location of seventeen large vacant parcels of land, the most significant open areas in the city. They do not have equal value as potential open space, as indicated on the chart on page 111.

In order to facilitate references to these sites on the chart and the map, number and name references have been assigned. Many of these sites are not known by common names. Where commonly known names apply, they were used. Where they do not, planning area names or the name of an adjacent street is used.

To recall an earlier discussion, significant factors in the preservation of open space include 1) preservation of natural resources, 2) managed production of resources, 3) outdoor recreation, and 4) public health and safety. Categories one, three and four are of special relevance to San Mateo.

a. Conclusion

-Sites in the flat lands generally lack significant vegetation. Development problems relate to subsoil stability during seismic activity.

-Sites east of El Camino are frequently associated with significant factors such as freeways or water.

-Open space for recreation becomes an important factor east of El Camino since many other significant factors are missing, and since areas generally are deficient in park space.

-Sites in the west are characterized by sometimes steep slopes and extensive vegetation.

-Development problems in the hills are associated with potential landsliding, erosion and possibly fault zones.

-Ten sites are adjacent to freeways and subject to high noise levels.

-Eight sites either include water or are adjacent to water which may suggest special consideration.

b. Analysis. The table on the next page lists sites and the more specific characteristics of open space land in San Mateo. Six general factors are used to indicate the potential importance of the seventeen sites.

-Possible development hazard is meant to indicate likely detrimental results if development occurs, in terms of public safety and welfare. This includes landslide and erosion problems especially.

-Existence of significant vegetation is intended to show that trees such as oaks, eucalyptus or native grass covers are found on sites.

-Topographic features of significance indicate the existence of hillsides which reflect the character of the western hills.

-Recreation potential is noted for these sites which could serve a recreation purpose, or sites which lack other characteristics and for which, therefore, recreation potential is relatively more important.

-Scenic value is noted for those sites of high visual quality. This frequently relates to topography and vegetation.

-Significant factors following notes existence of a freeway, drainage ditch or other features which affect the site.

TABLE 5.1. SITES AND SPECIFIC CHARACTERISTICS OF OPEN SPACE LAND

Reference Number	Reference Name	Size (Acres)	SIGNIFICANT FACTORS				
			Possible Development Hazards (Slides, Erosion)	Existence of Significant Vegetation	Topographic Features of Significance	Potential for Recreation (Active or Passive)	Scenic Value
							Significant Factors Included of Adjacent
1.	College Heights	5.3	X		X	X	
2.	Country Club Heights	13.6	X	X	X	X	X • X
3.	Sugarloaf West	13.1	X	X	X		X
4.	Delaware	7.5					X •
5.	Borel	5.4		X			X
6.	Alameda	5.9		X			X X
7.	Freeway Strip	4.8	X	X	X		X X
8.	Lauriedale	71.2				X	X
9.	Los Prados	9.5				X	X X
10.	Younger/Bayshore	24.3				X	X •
11.	South Shoreview	12.0					X
12.	Third Avenue	9.0					X
13.	North Shoreview	4.2		X		X	X
14.	Sugarloaf	259.5	X	X	X	X	X X
15.	Western Hills	Undet.	X	X	X	X	X X
16.	Bay Meadows	40.6					X •
17.	Mariner's Island	224.0				X	X X

4. Redevelopment

Lands subject to redevelopment are generally of two types. First are lands, the improvements on which are so unsubstantial (marginal) that their removal and use of the land for another purpose is likely at any time. Sites 4, 10, and 16 are included in this category. The second type of lands are parcels for which development economics make it feasible to remove existing improvements (sometimes substantial) and rebuild.

a. Marginal Developments. Site 4 is located between Delaware Street, the railroad, 25th Avenue and Bofors. The area includes several parcels, some vacant, some containing improvements. Significant factors include 19th Avenue drainage ditch which traverses the area east to west, and a large Eucalyptus.

Site 10 includes several parcels in the southeasterly quadrant of the Younger-Bayshore interchange. Current development consists of a PG& E substation and a junk yard as well as vacant land. Significant factors affecting the area are the two freeways, 19th Avenue drainage ditch, frontage on Marina Lagoon for a small area, and single family homes on the southern boundary.

Site 16 consists of the Bay Meadows practice track. The parcel is flat with no notable physical features. Development considerations should include proximity to the freeway and congestion on Hillsdale Boulevard.

b. Redevelopment. With increasing frequency San Mateo is experiencing demolition of structures which are replaced by new developments. This is largely a result of the economics of land values and the market for land. Redevelopment of this type can occur on lots in many parts of town, at any time.

Original development normally consisted of rather homogeneous types of structures. With redevelopment, new uses and new structure types, developments tend to be out

of character with adjacent buildings, creating a very visible sense of areas in transition. Since redevelopment so often results in more intensive development, there is pressure to remove existing vegetation to accommodate new structures. The areas subject to redevelopment are normally quite old, and have had enough time to develop mature vegetation, especially trees. Their removal magnifies the impact of the new project and represents a loss of significant resources. For these reasons, redevelopment should be approached with the notion that existing trees should be conserved and be removed only under unusual circumstances. Planting new trees is only a partial answer since they might take twenty or thirty years to attain the size of existing trees.

The impact of street trees particularly does not result from their location adjacent to any particular property. They are more a part of the street scape which may include several blocks. Removal of a tree or trees anywhere along a series of blocks may have a negative impact on the treescape along an entire section of street.

c. Conclusion

-Marginally developed land is very similar to vacant land. These areas are quite large and would seem to be subject to the

same open space policies as vacant land.

-Areas subject to redevelopment raise several concerns. Existing vegetation is normally reduced considerably as a result of redevelopment. The bulk and size of the replacement building will generally be considerably greater than that of the removed structure; building type is generally also different. As a consequence there are likely negative impacts on surrounding areas, in terms of open space, conservation of vegetation and demand for services such as streets and parks.

5. Waterways

Water and man's use of it has shaped much of San Mateo's early form. Rains falling on the Santa Cruz Mountain range have eroded them over the millenia; streams formed ravines and valleys, carrying sediment toward the bay and depositing it along the way and in the bay itself. Man's dealing with water has in the most part been rather cavalier. Demands for land and development on it resulted in burial or culverting of creeks, and diking and filling of the bay.

Water as a resource and part of the City's fabric is currently in a state of neglect, having merited only utilitarian concern as water for human consumption, runoff water to be excluded from urban development.

To the west, Crystal Springs Reservoir impounds water transported from the Hetch Hetchy water project of the San Francisco Water Department. A natural lake bed resulting from activity of the San Andreas Fault and a few dams have made this area a large natural reservoir; together with watershed land surrounding it, Crystal Springs lakes are a unique and beautifully scenic area. Its character is protected by the water department's ownership of much of the surrounding watershed for purposes of protecting the water's purity.

A number of year-round and intermittent streams flow from west to east; over the years most have been either buried, culverted, or channeled into drainage ditches to facilitate rainwater runoff.

a. San Mateo Creek. San Mateo Creek is the most significant of these streams. It originates from lower Crystal Springs Road and both meander through steeply sloped undeveloped hillsides, first through unincorporated areas, and then the town of Hillsborough. It enters San Mateo about two blocks west of El Camino. From that street to the railroad, through downtown, San Mateo Creek flows in either underground or surface concrete culverts. Between the railroad and Bayshore Freeway, the creekbed remains in a relatively natural state. From Bayshore to the bay, however, it has been channeled into a drainage ditch.

The most significant portion of San Mateo Creek lies between the railroad and Bayshore Freeway.

This portion of San Mateo Creek is an unusual and often unseen resource. Along this section, it is a natural creek in a built-up neighborhood. Buildings are not too close to the creek, probably because of periodic flooding.

Along most of its length, therefore, there is enough space adjacent to it that a linear park is feasible. This is particularly true along Second Avenue between Grant and Fremont. On the north side of Third, where the creek enters a culvert below the street, is a small vacant piece of land. Across Third in the block between Third and Fourth, Humboldt and the Freeway interchange, there is considerable vacant land adjacent to the creek.

Some problems are presented in a few places where buildings are very close to the water and would make it difficult to provide walking access adjacent to the water. It seems, however, that good design could overcome this problem, as well as the problem of continuous access where the creek passes under streets.

In its current condition, the creek is a dumping ground for trash. Vegetation is very abundant, ranging from tall trees to shrubs. At the time of this observation, the creek was running clear and there was no odor noticeable.

Improvement as a linear park would enhance this area and would have a number of other benefits. The varied vegetation would be preserved, water flow could be improved; the creek would make an excellent recreation facility. At its eastern end, it could help improve one of the more of the more important entry ways into the City, an entry which is now quite unattractive. At its westerly terminus, it would improve the appearance of the downtown fringe area.

San Mateo Creek to Bayshore is owned by individuals who own adjoining properties. Generally the creekbed center line is the point to which individuals own land.

From Bayshore Freeway to the bay the creek is an unattractive ditch. However, some room for improvement remains. In this location the creek is close to the bay

where a shoreline park will be created in the future. This park could be extended inland along the ditch. The creek itself is adjacent to a large vacant parcel of land so that future improvement is not constrained by existing development. Future development of this parcel could include treatment of the creek as a linear park and access point to the future Shoreline Park.

b. 16th Avenue Drainage Ditch.

16th Avenue drainage ditch begins at 16th Avenue and the railroad and terminates in Marina Lagoon by the waste water treatment plant. It is an artificial channel along its entire length. The ditch, and access alongside it, is owned by the City of San Mateo. The potential of the drainage ditch as a creek or body of water is limited. However, certain improvements could be made along the design which was used for a portion of the ditch along and around Bayside School. There, restructuring of the channel resulted in a curvilinear alignment along which a small park strip will be possible.

Because the canal is continuous from Marina Lagoon to the railroad tracks, it has an excellent potential as a bicycle or walkway. The service access road could serve this purpose if improved. A planned future pedestrian overcrossing over Bayshore Freeway is a few blocks south of the canal at its intersection with Bayshore, and could be the link between the east and west side of the freeway.

c. Nineteenth Avenue Drainage Ditch.

This open channel originates at the railroad tracks, traverses Fiesta Gardens and empties into Marina Lagoon. It drains an area bisected by Younger Freeway. Borel Creek has disappeared for all practical purposes; Beresford Creek terminates at Beresford Park, its water being conveyed underground to the railroad tracks and the open ditch.

The open channel is very much like the other drainage ditches in the City, unlined for the most part, with adjacent service access. It is shorter than the 16th Avenue drain but could be used for pedestrian or bicycle paths. A future park site borders on the ditch in Fiesta Gardens, offering the opportunity to include this water feature in the design scheme of the park.

Between Bayshore and Marina Lagoon, the channel traverses vacant land. Future development will, therefore, allow the possibility to deal with the drainage ditch as a design opportunity rather than the single purpose conveyance it currently is.

A portion of the 19th Avenue drainage ditch watershed includes Beresford Creek. This is a natural creekbed extending from Younger Freeway, behind Laurelwood Shopping Center to Beresford Park, where it is forced into underground drains. The lower portion of the creek passes through parcels developed with single-family homes. The upper portion flows through an arroyo which retains much of its natural setting, even though adjacent land is being developed. These adjacent parcels are quite large and their size has permitted development on a small portion and preservation in a natural state of much of the remaining land, including considerable natural vegetation.

d. Laurel Creek. The Laurel Creek watershed is the largest after that of San Mateo Creek. It is dealt with in two parts. Above Laurel Creek Dam, its watershed includes the Sugarloaf area.

Below Laurel Creek Dam, the creek backs on single-family homes on one side, while the other is a future park site. Further east it passes at the rear property lines of single-family homes, then through the Hillsdale Gardens apartment complex. Through culverts the creek then passes under El Camino Real and the railroad tracks, assumes a relatively natural course for a few blocks until it enters an open concrete channel around George Hall School, to Lauriedale. There it becomes an unlined channel to Marina Lagoon.

The potential of Laurel Creek below East Laurel and Laurel Dams is limited inasmuch as the creek passes through developed areas. The natural portions of the water course may lend themselves to a linear park treatment. The ditch is adjacent to vacant land in Lauriedale, thus offering the opportunity of including the water feature in plans for the vacant land.

e. Edgewood Creek. The major portion of this creek lies in Hillsborough and Burlingame, and its drainage basin is oriented towards Burlingame. It passes through San Mateo just to the west of Edgewood Road and parallels it. For its course through the City, the creek bed is

a natural one, generally at the rear of abutting properties.

Similar to other creeks in their natural state, Edgewood Creek is highly scenic; considerable vegetation including bushes and trees abound.

f. Borel Creek. While most of this creek has been diverted into open or underground culverts, it is still in a relatively natural state in parts of Foothill Terrace. Since there is still a parcel which can be subdivided, and which is adjacent to the creek, maintenance of the creek in its natural condition and public access could be planned.

g. Marina Lagoon. The former Seal Slough is an artificial lagoon created by a dam at the northern end, and by filling adjacent land. Marina Lagoon currently serves a dual purpose, recreation and a drainage catch basin, two functions not necessarily compatible. In theory, Marina Lagoon offers over ten miles of shoreline, and water suitable for swimming, water skiing, sailing, and other water sports. As a water runoff catch basin, the lagoon has been closed off from the bay to permit the lowering of its waters below sea level.

Water quality in Marina Lagoon has been and continues to be a problem. Lack of circulation coupled with the inflow of storm water runoff create problems of stagnation algae growth, brackishness, and bacteria growth. Research on these problems has been done and is being continued. The solution is essentially one of increasing the flushing action in the lagoon. Interim measures which include chemical treatment of the water to curtail algae and bacteria growth and cleaning of the banks have been initiated.

As an open space and recreation resource, Marina Lagoon is important. It is a physical separator of developed land and enjoyable to view. Its usefulness as an active recreation resource is limited, depending on its function as a catch basin and on the solution of the water quality problem.

No doubt future improvements will result in improved water quality and increased use of the lagoon as an active recreation area. It would, therefore, seem appropriate to provide public access along its shore wherever possible, and to design projects on still vacant land so that they take advantage of the lagoon and in turn enhance it.

h. San Francisco Bay. The City of San Mateo's bayfront shoreline extends from Burlingame to the north, southward to Foster City city limits. This concave stretch of shoreline bounds a shallow expanse of water that the two projections of Coyote Point and Foster City tend to shield from most tidal stream flow. The resulting hydraulic pattern reflects a rather quiet, shallow body of relatively still water.

The shallow nature of the San Mateo bayfront results in broad expanses of exposed-bottom mudflats at low tide. The entire length of the shoreline has been altered by diking so that at high tide this same area is covered by water to the face of the almost vertical dikes.

This artificially created situation leaves less than two acres of land that could be classified as marsh. The hinterland has, for the most part, become urban area.

In 1971 the City of San Mateo adopted a Shoreline Park plan which included the entire waterfront within City limits. The plan was influenced by BCDC policies of minimal fill; and is thought to be in conformance with the BCDC bay plan. Approval of this specific shoreline plan is still pending before BCDC.

i. Conclusion.

-Natural creeks and creek beds are valuable open space resources. Extensive tree growth is usually associated with the creek banks.

-Artificial drainage ditches are quite unsightly but offer a potential for open space use, since they are City-owned with service access adjacent.

-Marina Lagoon serves a dual use as a catch basin and recreation area. In its latter function, it represents a very valuable resource for water-oriented recreation and scenic feature.

-Ten vacant or marginally developed sites (out of seventeen) are either adjacent to or include waterways. This seems to offer the opportunity to include water features in much future development.

-San Mateo Creek is the major stream in the City, and the most valuable from a scenic standpoint. Because of diverse aspects, several open space policies may be appropriate. A recent report indicated that Crystal Springs Dam might not survive a major earthquake, causing serious questions of downstream development hazards. Less hazardous but occurring now is the spillage of water from Crystal Springs Lakes during excessive rainy periods. This results in considerable water flow of consequence to developments immediately adjacent to the creek.

Sites of archeological significance dating back to Costanoan Indian times have been discovered in San Mateo. They are mostly not visible and no apparent artifacts remain. More visible and numerous are historic sites and buildings dating back 200 years to the Spanish era and times of early settlement of the City.

The San Mateo County Historical Society maintains records of historic discoveries and sites. However, no complete and thorough survey of historic and archeologic sites has been made. A good number of significant sites have been identified and the areas where other such sites might be found can be delineated with fair accuracy.

a. Conclusion.

-San Mateo is one of the oldest settlements on the Peninsula and includes archeological as well as many historic sites.

-The current inventory of historic sites can be obtained from the County Historical Society.

-Areas in which additional historic sites might be found can be delineated.

-Environmental impact report subject matters may include evaluation of sites for historic significance. The EIR could, therefore, be a method for creating a more complete picture of San Mateo's history, and could be used as a vehicle leading to conservation of historic sites and structures.

The City of San Mateo has jurisdiction over only a portion of Crystal Springs Road, just west of El Camino Real. Further west, the street forms the boundary between San Mateo and Hillsborough and finally through unincorporated parts of the County.

Because Crystal Springs Road travels through very scenic areas, it should have importance to San Mateo, even outside City limits. San Mateo should take a position of maintaining the existing character, and oppose the widening of the street. If possible, San Mateo, Hillsborough and the County, should jointly declare Crystal Springs Road a scenic highway, establish an impact corridor and require that construction within this corridor be subject to review.

7. Scenic Roadways

a. Introduction. Several streets merit inclusion in the Open Space and Conservation Element. They are either significant streets of visual value themselves, or pass through areas of great natural beauty. They are treated in a cursory manner, under the assumption that the Scenic Highways Element will address itself to them in detail. The thoroughfares which have been identified as being significant to the purpose of this element are Crystal Springs Road, Polhemus Road, Younger Freeway, and Alameda de las Pulgas.

b. Crystal Springs Road. Perhaps the most scenic of roads in San Mateo is Crystal Springs Road, connecting El Camino Real and Crystal Springs Road, connecting El Camino Real and Skyline Boulevard. It is a narrow winding road paralleled for most of its length by San Mateo Creek. In its upper portion, Crystal Springs Road winds through the undeveloped San Mateo Creek watershed. Adjacent lands are quite steep and heavily wooded.

New development where necessary or **desirable**, can be accomplished sensitively, as evidenced by the White and Claussen apartments at 24 Crystal Springs Road.

c. Polhemus Road.

Polhemus Road is very much like Crystal Springs Road, connecting that road with Ralston Avenue. Adjacent lands are the same steep hills, although there is greater development along it, consisting of commercial (Crystal Springs Shopping Center) and residential, mostly apartment, development. A good deal of adjacent land is owned by the San Francisco Water Department and thus excluded from potential development.

Polhemus Road is in the county except for a very small stretch in the City. However, LAFCO has declared the general area to be in the City's sphere of influence with at least portions subject to annexation.

A policy similar to that suggested for Crystal Springs Road seems appropriate here; a corridor should be established along the road, and development within it be subject to review by both the City and County for consistency with the preservation of scenic values.

d. Younger Freeway. Younger Freeway between El Camino and its westerly terminus at Junipera Serra Freeway offers an enjoyable ride and good views of the bay, San Mateo, and San Francisco traveling east, and the College of San Mateo, nearby wooded hillsides, and the Skyline Ridge going west. Landscaping is extensive in the vicinity of the Alameda, making the point that a well-landscaped freeway can be attractive.

Once the Younger Freeway ascends the hills, deep cuts in the land have had to be made. This obscures the existence of the freeway in the hills as seen from the flat land. These cuts also evidence the susceptibility of soils in that area to landslides. Below the College of San Mateo numerous slides have occurred which necessitated considerable regrading of the cut hillsides.

e. Alameda de las Pulgas. This street is rather unusual in the sense that it is an arterial street traveling through almost exclusively residential areas. The Alameda parallels El Camino a few blocks to the west. At one time it was a bypass when El Camino was flooded.

Over the years, the Alameda has been widened to four traveling lanes plus two parking lanes. It extends from Belmont to Hillsborough. Widening resulted in a median

landscape strip which includes street trees. Trees also have been planted along the sidewalks. Utility poles and lines are not visible; they have been undergrounded.

Near Belmont, the Alameda climbs some fairly steep grades. From these hills, a good view is obtainable of the City, the bay, and surrounding cities in the distance.

Along the way to its intersection with Crystal Springs Road, the traveler encounters several major buildings and landmarks. Beresford Park and Recreation Center is tastefully designed and blends in well with surrounding residential areas. California Casualty Building adjacent to Younger Freeway and the Peninsula Golf and Country Club is the sole commercial/office use along all of the Alameda. While the building may not satisfy everyone's taste, it does express a certain dignity in its concrete form. Aragon High School includes a fully mature stand of eucalyptus, and at Crystal Springs Road, St. Bartholomew's stained-glass windows are outstanding.

Most of the lands adjacent to the Alameda have been developed. The most significant remaining vacant land is in the vicinity of Younger Freeway and Twentieth Avenue. Adjacent to the California Casualty building is a six acre vacant parcel of land. It gives a sense of size much greater than it is because it "blends" into the golf course beyond its actual boundary. Across the street a once-vacant triangular parcel will be removed from the open space pool and the eucalyptus grove eliminated as a coherent stand of trees. As a consequence the

meadow-like quality of the general area is restricted and will be eliminated by development of this vacant land next to California Casualty.

In order to preserve a semblance of the current open space, development of the parcel should occur near one side and rear property line. This could result in retention of the vista toward the golf course, and extensive landscaping near the street. The prominence of parking lots and cars could be minimized by an earth berm between the parking areas and the street.

In general, lands adjacent to the Alameda should be considered as part of the significant landscape which this very scenic street passes, and the integrity of the corridor should be protected by keeping any adjacent development in scale and consistent with the existing character of surrounding areas.

f. Third Avenue, (Bayshore Freeway to Foster City).

This portion of Third Avenue, while anything but scenic at the present time, has the potential of being quite scenic and attractive. Since the completion (still temporary) of Younger Freeway, Third Avenue has become a secondary access road to San Mateo. However, its significance will again increase in the future. With continuing development in Foster City, and development of Mariner's Island (possibly including a regional shopping center), Third Avenue will probably once again become a major access to San Mateo, particularly to downtown.

There is considerable potential in making Third Avenue a true scenic highway. It is close to the Bay and affords occasional glimpses of the water. Land adjacent to the road is mostly vacant and does not, therefore, restrict the treatment of the road. A future Shoreline Park will parallel Third for a considerable distance and will therefore enhance the street. Private vacant land can be planned also to

complement a parkway treatment of the street. This requires an early design plan for the street. Street trees should be planted early to give them time to grow by the time other improvements on surrounding lands are made. This design plan would not only provide time for vegetation to grow (a problem in the highly saline soil), but would let adjacent property owners know what would be expected of them in the development of their properties.

g. Other Streets. A number of other streets could be included in this category of open space lands. Delaware and Norfolk streets are major arterials which could benefit from a design plan, and could through it enhance the open space quality of the street. Other streets could be added. The inclusion of these and other streets in the Element depends largely on the scope and content of the future Scenic Highways Element.

h. Conclusion.

-Polhemus Road and Crystal Springs Road are streets of such scenic value that developments on adjacent and nearby properties should take into account their impact on the general scenic value of the streets.

-Alameda de las Pulgas is an unusual street, an arterial, which passes through residential areas. It is landscaped and well maintained.

-Freeways are large facilities which are highly visible and have important impacts on surrounding land, by influencing land uses and because of traffic noise. They may be undistinguished as Bayshore is

or more scenic as Younger Freeway. The latter is attractively landscaped in the vicinity of Alameda, adding beauty and a sound buffer to that stretch of the freeway.

-Freeway intersections take up much space, most of which is unuseable. Heavy landscaping can create large and visibly attractive areas.

-Third Avenue has changed in its function and will again become a more important street. Since it is near the Bay and considerable vacant land, it has a great potential for being more attractive than it is.

-Other streets could serve the purpose of this Element if street improvement programs, including tree planting, were developed.

8. Specific Areas.

A number of areas and situations have special relevance to the purpose of this element. For a variety of reasons, certain areas or neighborhoods are important to the City, and certain development situations may make any given parcel important to this element. The purpose of this section is to note a few of these collections of parcels.

a. Downtown. Downtown San Mateo is significant to the City because of its economic function and as an important factor of community form. It is a very densely developed area in which a great many activities are concentrated. As an economic unit, downtown San Mateo could benefit from the introduction of small open spaces, street trees, and other vegetation. Steps in this direction have already been taken indicating that this need has been evident before. A pilot downtown beautification project has been completed for a portion of San Mateo Drive.

There is a Central Parking and Improvement District, an assessment district, which is committed to investments for public parking facilities purposes. In addition, there is an apparent increase in private development. There is every indication that new private development will be quite intensive.

Given the combination of factors, it would be an opportune time to prepare and adopt a downtown design plan. This program would accomplish a number of factors in addition to providing necessary open spaces and beautification. It could result in an improved circulation system and guide private development to optimize the economic viability of the area, create a consistent and coherent downtown fabric and relate this area harmoniously to surrounding residential areas.

b. Third/Fourth Avenue Corridor.

Interest has been expressed from time to time in improvement of access to downtown, mostly on Third Avenue and Fourth Avenue. The Shoreline Park Specific Plan indicates Third Avenue to be a major access route. Downtown studies have included this corridor and show a parkway from the Bayshore Intersection to Delaware.

The blocks adjacent to Third and Fourth Avenues are underdeveloped; many improvements consist of older homes, and a miscellany of commercial

uses, most prominent being a collection of gas stations.

To the purpose of this element the marginal development of land adjacent to Third and Fourth Avenues represents an opportunity to provide a parkway setting in the event major improvements are scheduled in the area. Additional factors include the proximity of San Mateo Creek and the possibility for some linear park treatment for it. Third Avenue to the east of Bayshore passes along considerable amounts of vacant land, which do not restrict future treatment of Third Avenue.

c. El Camino Real. The City's most important street is El Camino Real. It serves a multitude of functions, as a through street, a local street, a shopping street, and parking lot.

Commercial and residential land adjacent to El Camino is subject to rather intensive development, and redevelopment, as evidenced by high-rise office buildings near downtown and Twenty-First Avenue. This trend has two implications for the purpose of this element. The areas adjacent to El Camino, and projects resulting from redevelopment, would benefit from the inclusion of open spaces, perhaps small urban plazas, and vegetation. The traveler on El Camino would find relief and interest in such spaces, and the occupant of nearby buildings could enjoy their amenities.

The second implication results from the trend toward taller buildings which have a significant impact on adjacent uses, traffic on El Camino, and as obstructions to views for more distant areas, particularly homes to the west. It would serve the purpose of this element to identify those portions of El Camino where very intensive development would

provide focal points and desirable change in scale, as well as those areas where development should not exceed a determined height.

d. Twenty-fifth Avenue.

This small commercial area has a distinguished character. Commercial buildings are one and two stories tall and include a variety of small specialty shops. The street terminates after two blocks, thus limiting through traffic to some extent.

The existing ambiance is quite good and the street represents a resource as an urban amenity. A design scheme including landscaping would enhance the quality of the area and would add to the economic value of businesses.

e. Thirty-seventh Avenue. This street and commercial buildings are quite similar to those on 25th. Shops tend to be small and oriented toward special markets. Traffic is a problem largely because of angle parking and a general lack of parking.

f. Forty-second Avenue.

This commercial area has been in decline because of other competitive centers. Its layout is that of an early shopping center except that public streets pass through it. There is a sense of extensive concrete and asphalt, not mitigated by street trees or plantings.

A major change in the area will occur if an over-pass over the railroad and El Camino is built, connecting the Lauriedale area to El Camino. At that time a general area improvement program could be included in the over-crossing project.

g. Conclusion.

-Several specific areas including, but not limited to, those listed deserve general concern, either because they are problems, or offer special opportunities.

-These specific areas are important economic activity centers and community centers. Improvement programs including open space provision, landscaping and trees should enhance the economic value and attractiveness of these areas.

-Several of the specific areas are subject to considerable public expenditures for single-purpose improvements. This would be an opportune time to consider general improvement plans.

9. Rights of Way

Public rights-of-way consume a surprisingly large amount of any developed area, and, by their nature represent significant amounts of open space. It is not unusual to find 20% of land devoted to streets in residential areas. In commercial areas, streets and related facilities can include a much greater percentage of land.

The width of a street and its layout, street surface and related landscaping, sidewalks, lighting and so on, have a major impact on the quality of an area. Cracks and patches immediately give a run-down look. Streets wider than necessary for local traffic create asphalted space of little value, except to attract increased automobile traffic. Streets without some landscaping are especially visible while those with mature street trees may be a pleasure to use. The quality of the street depends on many factors, including its width, landscaping, curb, utility poles, sidewalk, signs, parking, street furniture and the general street pattern in the neighborhood.

a. Tree Policy. Among many factors affecting the open space value of a street, perhaps none is more important than street trees. An environmental survey performed during 1970-71 established that trees, especially street trees, determine to a significant extent the quality of neighborhoods. San Mateo Park, Baywood, San Mateo Heights, and other areas where development of San Mateo first occurred, derive much of their value from tree planting which occurred many years ago. It may be a surprise to many that the trees in San Mateo Park, for example, have mostly been planted by man.

Neighborhoods in the eastern and southern part of the City did not experience such extensive tree planting when they were developed and therefore lack this amenity now. There are practical problems concerning tree growth in areas where the salt content of the soil is very high, but this is not the case in all areas where there is a deficiency of street trees.

A long-term commitment to plant and adequately maintain a substantial number of trees with priorities in areas known to be deficient in street trees, and including whole sections of streets rather than individual lots, could result in an upgrading of residential areas, and the amenities which trees supply.

b. Multi-purpose Function.

Streets are mostly thought of as being there, and being there to be driven on, or to be there for a car to be parked on the side. In other words, streets are considered to be single-purpose installations to convey or store vehicles. Yet they are much more. Parents are more likely to see their children play in the street than they are to see them in the City's parks, largely because parks are far and few between. Streets also offer views, and are used for shopping by individuals, and are a display area and advertising opportunity for businesses.

Public rights-of-way, therefore, are an overlooked resource of open space. It would seem appropriate to consider the multi-purpose aspect of streets. Some could perhaps be closed permanently for park use; some could be closed for the summer, and consideration could be given to the way in which they affect surrounding areas in terms

of appearance, function and value to surrounding homes.

c. Conclusion.

-Street rights-of-way are a large pool of actual or potential open space.

-Streets contribute extensively to the character and quality of an area.

-Streets are too often considered only in terms of their traffic movement function.

-Street trees are important determinants of street quality and affect significantly the character and quality of neighborhoods.

V. IMPLEMENTATION

A. NEW REGULATION

1. Open Space Zone (OS)

PURPOSE. The Open Space (OS) Zone is intended to provide areas for public and quasi-public open space and recreation purposes, and non-commercial private open space and recreation uses, and to ensure continuing maintenance of open space for public safety, health and welfare.

PERMITTED USES. Permitted uses shall be as follows:

- 1.1. Parks, playgrounds, community centers and facilities, publically owned.
- 2.2. Vacant land for open space preservation.

SPECIAL USES. The following uses may also be permitted if their site locations and proposed development plans are first approved, as provided for in Chapters 27. 12, 27.62, 27.74, 27.78, and 27.80:

1. Parks, playgrounds, community centers and facilities, privately owned and operated as group enterprise without profit.

2. Schools: elementary, junior high, high schools, colleges, public and private, including playgrounds, athletic fields and other accessory uses, special schools, but not including industrial, trade, music, dance or business schools.

3. Golf Courses

4. Art galleries, libraries, museums-public

5. Cemeteries

6. Public utility facilities and public service uses, including a) power transmission lines, and b) water service installations.

B. CHANGES TO CURRENT REGULATIONS

1. The R3 Zone is intended to promote garden apartment type developments. Yet it seems as though the increase in floor area which may be granted for covering parking which is not required to be covered, may work against this purpose. The tendency in this situation is to locate units above the first floor and using it instead for parking. This halves the open space requirements for units which would otherwise have been on the ground floor, and tends to result in balconies which cannot be as useable as patios on the ground level.

To remedy this deficiency, it is recommended that the floor area increase to 1.0 with a special permit, be removed from the Zoning Code, or that the 300 square foot open space requirement be made applicable to the first living floor over garages, as well as to units on the ground. In addition there is a general recommendation to review development regulations in this zone to insure that it serves the purpose of promoting garden apartments with open space.

2. Two recommendations are made concerning the R5 regulations. First, it is recommended that the bonus features be reviewed to evaluate whether the specific features are defined adequately, and if the result warrants the floor area bonus. Second, design standards should be developed for residential high-rise buildings, a requirement of the R5 regulations since their adoption in 1966.

3. Executive Zone regulations are relatively new and their effectiveness yet to be determined. It is recommended that for a period of two years, each application be analysed in terms of its provision of the listed desirable amenities. At the end of this period there should be enough evidence to show whether or not the bonus features are actually an incentive and how well they work.

4. Planned Developments are subject to two recommendations. First is the elimination of permitted units based on gross land area. There is a rationale for this approach in large acreages where the owner will have to dedicate considerable land for public streets. Analysis has shown that gross land area has not been an important factor in determining units on the larger vacant parcels of land. Other regulations have held the units to fewer than would be permitted using gross land area.

The instances where gross land area was important have tended to be in smaller planned developments. In these cases the developer does not normally have to dedicate rights-of-way. Small parcels of land have greater limitations on design and open space availability, which are not reduced by adding units based on peripheral public street area.

The second recommendation is for eventual development of better design guidelines. The regulations are quite vague except in their purpose. A better definition of what planned development ought to accomplish will benefit the City, the developer, and finally the people living in it.

5. The Zoning Code provides that high-rise residential buildings are permitted with a special use permit in all commercial zones. This results from the reference in commercial districts that all special uses in residential zones are also permitted in commercial zones. There are two problems with this provision. Residential development in commercial areas has not been a consideration in the Housing Element; in addition the effect of the provision is not to offer residential as an alternative use, but specifically high-rise residential.

It is therefore recommended that the City articulate a policy against high-rise residential developments in all commercial zones except CBD, until better guidelines are drawn.

C. OPEN SPACE POLICIES

1. Limit development on slopes greater than 30%. Grading of slopes over 30% is commonly accepted as being undesirable. In San Mateo's context, preservation of such slopes will have several benefits. Landslide hazards would be reduced, erosion, silting and general deterioration of water runoff would be limited, the general hilly character of the western hills preserved to some extent, and destruction of natural vegetation reduced.

2. Siting of residential buildings near freeways: It is recommended that residential structures planned for currently vacant land

adjacent to Bayshore Freeway or Younger Freeway be set back from the right-of-way line in order to minimize deleterious effects of noise, or be buffered by design, construction, wall or shrubbery screening to achieve the same result.

3. Development along Marina Lagoon: It is proposed that the City require an easement adjacent to Marina Lagoon in the event of development of vacant lands. The City currently has a 20 foot access easement; a wider strip will allow greater flexibility in providing public access and use of the Marina shoreline.

4.

a. Buildings of historic significance: A list of historically significant buildings should be obtained from the County Historical Society. Structures on this list would be designated historic buildings and their demolition subject to a public hearing to determine the possibility of preserving all or part of the building.

b. Historic value and EIR's: A small area of San Mateo is quite old. The areas potentially containing significant historic buildings should be delineated and development within them required to include in the EIR a historic evaluation of buildings to be removed and a complete photographic record made if a historic value is established.

5. Several specific areas are important to the community, for many reasons including economic, visual prominence, intensity of development, and public improvements to be made in the future. Overall plans for these areas could serve other purposes in addition to open space provision. The three below are the most important.

a. Downtown: Every indication is that downtown will continue to experience intensive development. In order to establish a smooth-functioning downtown, a

downtown development guide seems necessary. Among other benefits, such a plan could provide for open spaces and downtown beautification, relate the commercial area to surrounding residences, and take into consideration the views and the obstruction of views.

b. El Camino Real: A development along El Camino Real could produce small open spaces, and a consistent street tree plan. It would let the developer know early in his plan making what is expected of him. This development guide could also indicate locations for intensive development, could relate the commercial frontage to abutting residential areas, and provide a framework for an El Camino beautification project, even though it may be many years in the future.

c. Twenty-fifth Avenue: This is a rather special small commercial area with a good potential for a unique character. Property owners and businessmen have indicated their interest in an improvement program.

6. Redevelopment: It should be the policy of the City to view existing trees as a valuable resource. Redevelopment of land should retain a maximum of trees, and BoZA should make a determination of which trees in any given project should necessarily remain. New trees to be planted should be of the specimen type.

7. Tree Policy: The Park Department should be assigned the task of preparing a long-range tree planting program. Guidelines for such a program should

include priority for deficient neighborhoods as identified in the Environmental Survey of the CRP, and treatment of entire lengths of streets.

8. Creeks and drainage ditches have emerged as significant but neglected resources for recreation and pleasurable areas to see. In order to restore their potential values, the following recommendations are made:

a. In new developments adjacent or including creeks and drainage ditches, an easement should be required on either side of the water channel. The purpose of this is to give the City some control over what happens next to these waterways. The easement could be used as a linear park, or could be incorporated in a development scheme for a site. On recommendations from the Board of Zoning Adjustments, the configuration of the easement could be variable.

b. Develop San Mateo Creek between the railroad tracks and Bayshore Freeway into a linear park. This would mean obtaining easements from adjoining developed and vacant properties. The very narrow parcel on the north side of the creek between Fremont and Grant, is not buildable and could probably be bought cheaply. Depending on the extent of the park, several other vacant parcels of land could be purchased.

9. Develop a right-of-way policy to consider multi-purpose use on function of streets. This policy would be based on the areas in which streets are located. It would consider the need for improved traffic circulation, need for street tree planting, necessity and desirability of street widening and the implications, possibility of park use, permanent or temporary in areas of great deficiency.

10. Establish impact corridors adjacent to scenic roads. Several streets with either existing a potential scenic value should receive consideration to maintain and

enhance that quality. If impact corridors are designated, development or redevelopment within these corridors could be subject to special scrutiny to insure compatibility with the character of these streets. Roads falling in this category are Crystal Springs Road, Polhemus Road, Alameda de las Pulgas, and Third Avenue, from Bayshore Freeway to Foster City.

11. A preliminary evaluation of vacant sites has been performed. Since these areas are privately held and development cannot be restricted totally without acquisition, an important recommendation must be the continued review of these areas to determine which portions should be left vacant, and the reasons why; what areas are buildable, while preserving the basis of this element. The point of departure should be the attitude that the land and its configuration is the determinant of how much development is possible without destroying the sites.

12. The Board of Zoning Adjustments should be required to review applications in right of their relevance to the purpose of this Element, whether they enhance, are neutral to, or detract from it. Development impacts tend to be small for individual sites, but tend to be cumulative, and the cumulative effect of general development trends can be significant.

**PARK & RECREATION
ELEMENT**

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1. INTRODUCTION, PURPOSE, AND SCOPE

The purpose of this element of the General Plan is to design a system of park and recreation areas to adequately serve present and future community needs. The proposed Plan is designed to serve an ultimate population of 115,000. The Plan is proposed to achieve three goals (1) Insure that new development will provide the necessary park and recreation space to serve the needs of the additional population; and (2) Plan for land acquisition that will make up the present deficiency of park and recreation space, and (3) Establish a balance of land use for utilizing active, passive and cultural recreational areas.

Park and recreation spaces are defined, preserved, and protected as a vital part of the General Plan. This element of the General Plan is concerned with existing parks as well as the areas proposed for parks, recreation, and other public and private open space.

An inventory of existing park and recreation assets throughout the City is charted for analyzing our current status. For comparison purposes, this chart has been extended to include additions in the form of improvements, as well as acquisitions. This chart constitutes the basic part of the overall Plan.

Action to acquire property must be taken before all remaining vacant land areas are developed; for after the land is subdivided, public improvements are installed; and houses are constructed, it is too late to buy property for parks.

Parks and recreational facilities are proposed at locations where land is still available. Large city-wide parks could be located on the present fringe of the City. Only parquecitos and arboledas will be possible in areas already intensely developed.

The ultimate purpose of land acquisition is to provide the citizens with parks and recreational facilities to meet present and future needs. The Parks and Recreation Element generally locates land areas to be acquired and makes recommendations for facility use and development to meet anticipated needs.

The proposed system of park and recreation areas is built upon the recommendations of citizen committees and policies adopted by the Parks and Recreation Commission, the Planning Commission, and the City Council. Park and recreation area standards are used as guidelines for the amount of land areas to be acquired. Priorities are assigned for land acquisition, park improvements, and facilities. Bikeways and walkways are recommended for recreation and as access routes to recreation areas within the City. Various ways and means to preserve and acquire park and recreation areas are discussed. Emphasis is placed on property acquisition, development, preservation by adopted plans, and provision and dedication of land for park and recreation purposes in accordance with the Subdivision Code.

TABLE 6.1. PARK AND RECREATION AREAS AVAILABLE TO CITY RESIDENTS

A. SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. The table on this page lists by planning area the park and recreation areas available to residents of the City, and the proposed additions. Of the total 400 acres, about 110 constitute City parks, 166 school grounds, and 128 acres other recreation facilities. An increasing proportion of the latter category results from recreation areas and facilities in planned developments. Recreation areas in the new planned developments will become an increasingly important recreation resource.

2. The City goal for park and recreation space is 10 acres per 1,000 population. Existing facilities amount to 4.8 acres per thousand, or 48% of the goal. The City's projected population at full development is estimated at 115,000 persons which means that current resources represent 34% of required park and recreation space at full development.

3. The goal of 10 acres per thousand population implies that an additional 753 acres should be acquired. It is unrealistic to anticipate this ratio (10/1000) throughout the entire City. However, the goal exists as the best possible hope, and exists to be achieved in at least some of the neighborhoods.

4. Possible additions to the park and recreation inventory consist of 312 acres for a total of 712 acres, or 6.2 acres per 1000 population.

5. Available City park and recreation facilities do not reflect the actual serviceability of facilities. Approximately 40% of existing parks are either undeveloped or are in need of major improvements. Recreation spaces and schools are also not totally adequate and would require some upgrading of facilities before they would be fully serviceable.

Planning Area	Available Park and Recreation Areas				Acres 1000 Pop.	Potential Additions	
	Parks	Schools	Other	Total		Acres	Acres 1000 (Full Dev.)
1. Arroyo		3.5		3.5	1.9	2.2	2.0
2. Bay Meadows					NA		NA
3. Baywood	1.5			1.5	.6	.5	.6
4. Baywood Knolls		2.3		2.3	1.3		1.3
5. Baywood Park		1.9		1.9	1.0	18.5	5.8
6. College Heights		34.0	25.7	59.7	147.0		42.6
7. Country Club Heights	19.5	2.2		21.7	11.0		8.3
8. East San Mateo					0		0
9. Fiesta Gardens		4.2		4.2	1.9	4.2	3.3
10. Foothill Terrace		14.1		14.1	14.0		12.3
11. Hayward Park	16.3		.2	16.5	5.8		4.7
12. Highlands		3.9		3.9	1.2	49.7	15.1
13. Laurel Creek			6.1	6.1	20.3	Undetermined	NA
14. Laurelwood	8.4		23.2	31.6	21.4	4.8	13.5
15. Lauriedale			9.0	9.0	11.2	6.0	3.6
16. Las Prados	14.0		8.2	22.2	6.3		5.9
17. Mariner's Island	10.0		25.1	35.1	87.8	13.9	10.4
18. Nineteenth Avenue	.3			.3	.3	5.0	2.0*
19. North Central		18.1	13.0	31.1	5.9	2.0	8.0
20. Northeast Hillsdale	3.7			3.7	.9		.7
21. North Shoreview	2.5	3.1		5.6	1.4		1.4
22. Northwest Hillsdale		19.0		19.0	8.3		8.1
23. Parkside	5.2	21.1	11.1	37.4	9.4		9.4
24. San Mateo Heights				0	0	2.0	.4
25. San Mateo Park	.9	2.8		3.7	1.2		1.2
26. San Mateo Village	1.5	5.1		6.6	1.3		1.3
27. Southeast Hillsdale	3.3	3.9		7.2	1.9		1.8
28. South Shoreview	5.3	3.6		8.9	1.4	2.7	1.7
29. Southwest Hillsdale		7.7		7.7	5.1		5.1
30. Sunnybrae	.3	2.6		2.9	1.0		2.0*
31. Twenty-Fifth Avenue	1.9	1.8		3.7	1.0		.8
32. Westshore	4.3	5.0	6.9	16.2	7.7		7.5
33. Shoreline					NA	114.8	NA
34. Central	7.0	6.1		13.1	2.9	6.0	3.5
50. Central Business District					0	2.0	1.2
TOTAL	105.9	166.0	128.5	400.4	4.8		
NA - Not applicable							

* The proposed park in 19th Avenue is intended to serve Sunnybrae also. Therefore, the AC/1000 is attributed to both of these neighborhoods.

6. Current park space inventories are substantially below City goals. At the same time vacant land is scarce and expensive. This combination makes it imperative that existing resources, such as school grounds, not be transformed into other than recreation uses and that alternative park development approaches be pursued. For example, planned developments could enter into joint ventures with the City in the development of park and recreation facilities.

7. Fiscal resources will limit the acquisition and development of park and recreation spaces. There is a need to improve existing facilities to meet the needs of San Mateo residents. At the same time, an important policy must remain the acquisition of land, for once land is committed to development, it is gone forever as a potential park facility.

8. Priorities must be established in order to develop a realistic estimate of what the City can do. A priorities report can anticipate the need to improve existing facilities, and allow a judgment about when acquisition should outweigh improvements. It will allow a comparison between the City's fiscal capacity and anticipated development of vacant land. Fiscal limitations should also be known well before threatened land is developed, and should give an indication when and where funding from other than City sources is appropriate and possible. Finally, a periodic priorities report is valuable in evaluating progress toward achieving the goals of this Element, as well as the reality of these goals themselves, and allow for corrective actions.

9. The map on this page dictates the boundaries used to delineate planning areas. It is a reference map to clarify the table on the preceding page.

Planning area figures must be interpreted in light of adjacent planning areas. The main reason is that a given park facility may serve more than one neighborhood, particularly if it is located at the edge of the planning area (such as Central Park in the Hayward planning area). It also means that a park facility may not serve all residents of the neighborhood equally well.

10. The map on 134 represents in graphic form the essence of the element - existing park and recreation facilities and proposed additions.

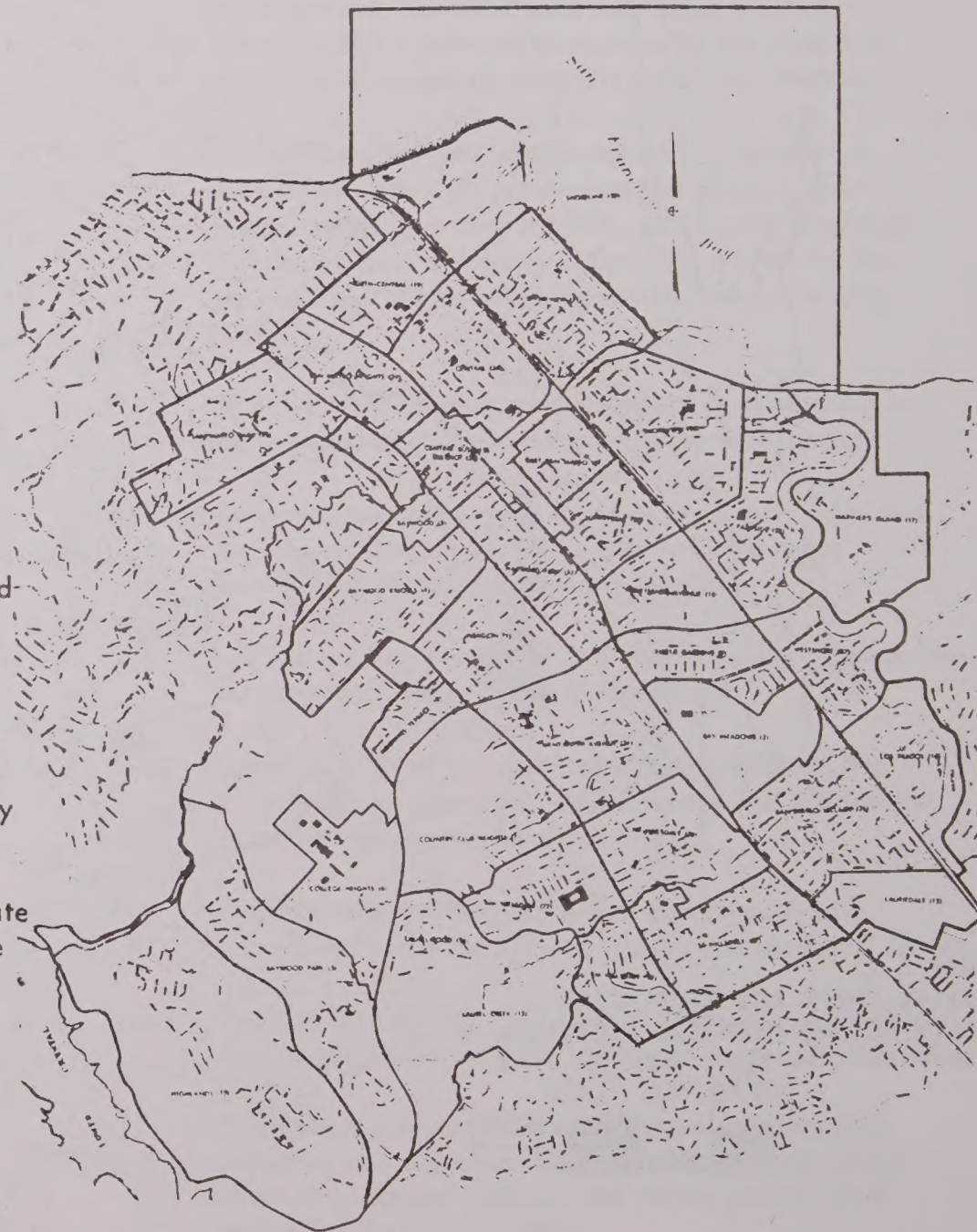
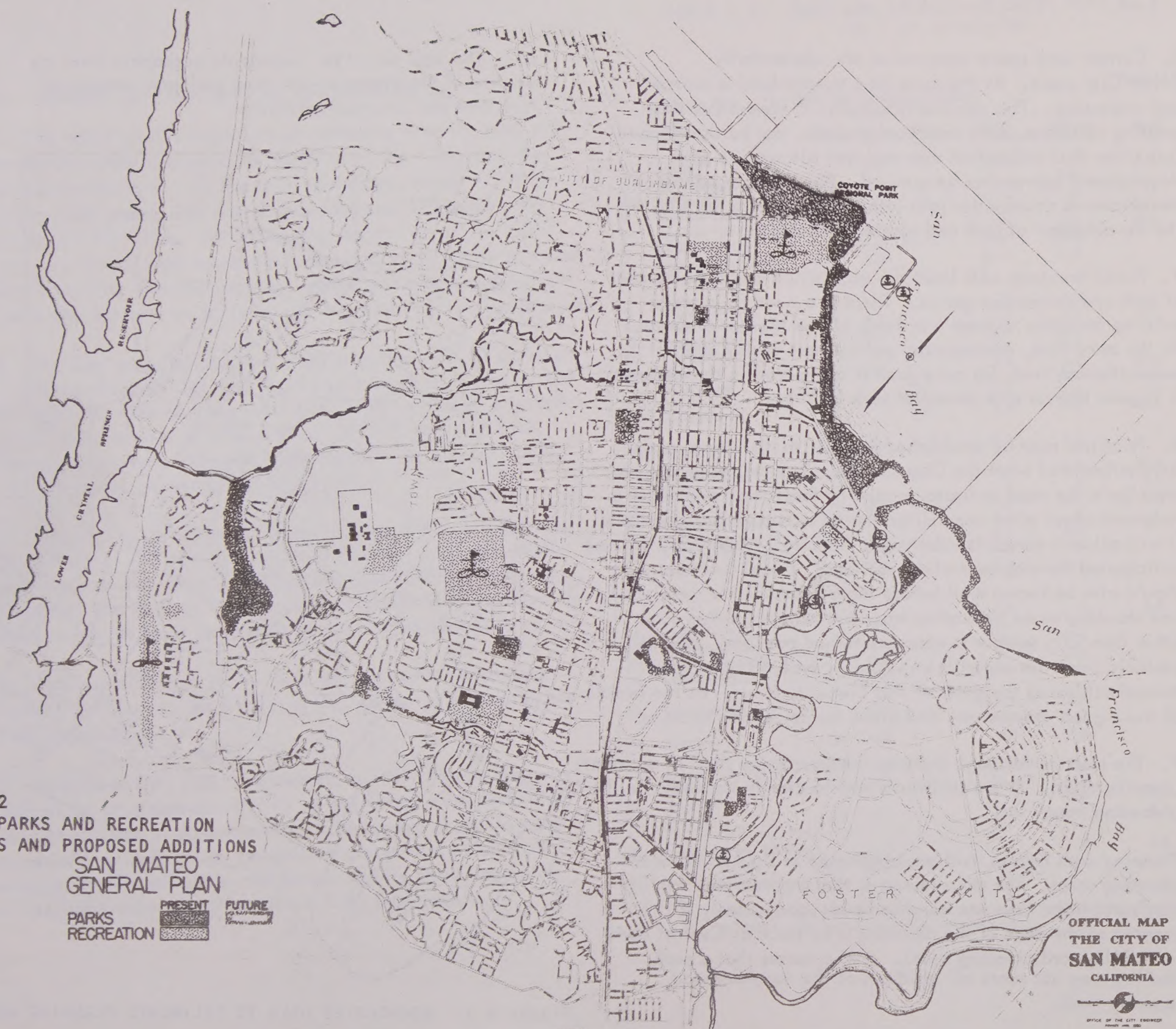


FIGURE 6.1. BOUNDARIES USED TO DELINEATE PLANNING AREAS

FIGURE 6.2
EXISTING PARKS AND RECREATION
FACILITIES AND PROPOSED ADDITIONS
SAN MATEO
GENERAL PLAN

	PRESENT	FUTURE
PARKS		
RECREATION		



OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA

OFFICE OF THE CITY ENGINEER
1960

II. GOALS

- A. Provide adequate, readily accessible space and facilities to serve the recreation needs of all the citizens of San Mateo.
- B. Provide adequate park space for a variety of uses, including natural areas free of organized recreation.
- C. Preserve natural open space, wild life, and plant life to serve the general welfare in the provision of light, air, vistas, and a feeling of spaciousness.
- D. Balance conservation, preservation, and development in creating a usable waterfront.
- E. Plan, execute, and maintain comprehensive, active, cultural and passive recreational programs that provide for the efficient use of presently secured and future lands and facilities.
- F. Develop a park and recreational system, using accepted park and recreation standards, keyed to local needs.
- B. While priority will be given to acquisition over full development, areas already available must be developed and utilized according to the park and recreational needs of the citizens of San Mateo.
- C. Emphasize maximum public use of the waterfront area consistent with preserving the natural open space, wildlife and plant life, and assure perpetual citizen access to the bay. Develop a plan for the entire shoreline between the north and south City limits.
- D. Acquire park lands from developers in proportion to the population proposed for the new development.
- E. Preserve, enhance, and improve our creek sides and drainage channels for parks and wildlife areas providing public access where feasible.
- F. Utilize public easements and residual public properties for park and recreational development.
- G. Develop citizen interest and participation in the planning, construction, development and utilization of parks and recreational facilities.
- H. Provide safe and convenient access to park and recreation areas for all age groups and modes of travel.

III. POLICIES

- A. Develop large city-wide parks on the edge of the City where large areas of land are available at a relatively low cost.
- I. Explore and utilize all feasible means for acquisition and development of park lands and recreation facilities.
- J. Encourage planned residential developments that preserve and enhance the natural landscape while providing needed passive and active recreational space for their inhabitants.

- K. Limit bay fill to areas for park and recreational facilities. Permit private development of bayfront only where the City will obtain free park and recreational facilities and where highest standards of aesthetics are maintained. Any such development should not mar the view or disturb the natural beauty of the shoreline and must conserve and enhance the ecology of the bay.
- L. Hold recreation and park lands, either publicly or privately owned, inviolate, in perpetuity to prevent diversion to non-recreational purposes or other inappropriate uses.
- M. Protect existing parks from encroachment by any inappropriate or non-recreational use.
- N. Protect major trees at the edges of parks from any development that would endanger the life of the trees.

IV. STANDARDS

There are a number of nationally recognized standards. However, it is not prudent to use these as the sole criteria for local development. Local conditions must be considered in the development of park and recreation standards.

The following criteria were used in the development of the standards for this plan.

- They must adequately meet the needs to which they are related;

- They must be considered in the light of experience;
- They should be acceptable to authorities in the field of parks and recreation; and
- They must be reasonably attainable.

The Park and Recreation Standards include all of the following:

Park and Recreation Space Standard:
10 acres per 1,000 persons

Golf Courses

Minimum size requirements

Locational criteria

Area requirements for specific facilities

Swimming and tennis facilities

Definitions

Relating park and recreation space to population allows a direct comparison to the recommended densities in the Housing Element in order to determine the space needs for the City and for any individual development.

A. PARK AND RECREATION SPACE STANDARDS

TABLE 6.2. PARK AND RECREATION SPACE STANDARDS

Park and recreation areas	Service area radius in miles	Size of facility Parks, public school and areas - in acres	Needed area	
			in acres per 1000 persons	for city with 115,000 persons
Neighborhood Parks and playground	0.5	1 - 12	4.0	460
Community Parks and playfield	1.0	10 - 30	4.0	460
Citywide		30 - over	2.0	230
			10.0	1150

B. GOLF COURSES

Golf courses are a special type of recreation. The standard for citywide recreation facilities specifies four 18-hole golf courses for a service population of 115,000 (one 18-hole course = 160 acres). Four courses provided on the following basis:

One 18-hole course for 20,000 population, plus one 18-hole course for each 30,000 thereafter.

Total for City would be 640 acres (160 acres per course).

C. MINIMUM SIZE REQUIREMENTS

The land area to be included within any one park is dependent upon the facilities needed by the population to be served and the topography.

Playfields and ballfields affect the size and physical layout for recreation areas in City parks and schools. Each neighborhood or district must be considered for its particular needs, its environment and the spaces available for recreation. If a park is to have a set of baseball fields, a swimming pool or other special citywide facilities, then it should be large enough for both active and passive recreation use.

It shall be the policy of the City not to accept for dedication and/or purchase any park containing less than six acres for the following reasons:

- Economics of maintenance;
- Economics of staffing the park for recreation programs;
- To insure that the use of the park can remain flexible to accommodate the changing age composition of the neighborhood.

Smaller parks and parquecitos will be considered in built up districts where land is not readily available, and the park area would be sufficient to provide the specific facility desired to serve the local population.

D. LOCATIONAL CRITERIA FOR NEW PARKS

1. Neighborhood parks shall be as close to the geographic center of the population to be served as possible.
2. There should be convenient and safe access to all parks, but especially neighborhood parks for all age groups to be served by the parks, including non-vehicular access.
3. Access for a majority of the neighborhood users should not be across Marina Lagoon, any freeway, railroad or primary street.
4. Community citywide parks should be adjacent to primary or secondary streets so that large events will not impose upon residential districts.
5. Any park site shall be of sufficient size to assure the possibility of separation of active recreation areas from adjacent residential development.

E. PLANNED DEVELOPMENTS

The provision of open space in a residential planned development is required to provide those residents of the development with adequate park and recreation facilities and to provide a better living environment through the development's use of

open space in the overall site planning. The planned development should provide those facilities and open space that the City would otherwise have to provide to fulfill the park, recreation, and open space needs. Such space and facilities should be designed in area, size, quantity and composition to serve the anticipated number, type, and composition of residents in the development. City standards are 4 acres per 1,000 population.

The facilities provided shall be in conformance to those standards established in the Parks and Recreation Element for public parks and may include:

- Natural area landscaping
- Swimming pool; significant water feature
- Recreation building; rooms
- Area for special age groups
 - Play lot and Mothers' area
 - Play area for elementary children
 - Older peoples' facilities
- Court games
- Field areas; sports; park-like open areas
- Special facilities spaces
 - plazas
 - picnic areas
 - special events areas

F. DEFINITIONS

1. Neighborhood Park

Varying in size from 6-12 acres, this area provides for family and small group activity with plan apparatus, shelter-rest rooms, paved area, picnic facilities, lawn games, and landscaping. It should be

within easy walking distance for children within the 6-12 age range. The preferable location for a smaller neighborhood park would be adjacent to a school.

2. Community Park.

This area is of sufficient size to contain playfields and special use facilities not found in the smaller neighborhood parks. It will provide, as needed, for garden center, arboretums, walkways, passive areas, horticulture education displays, baseball, football, swimming, archery, tennis, large group picnic areas, and recreation center buildings. Depending on needs and size of population groups, the area will be 13 to 30 acres. It should be within walking distance for teenagers.

3. City-wide Park

This park, 30 acres and over in size, serves the entire City. It is fully developed in facilities and horticultural improvements. The area may contain special use facilities such as a zoo, museums, botanical garden, water sports, bandstand, and others.

4. Arboleda

A facility, usually identified as one to improve the environment of a neighborhood through the ability of its landscaping to absorb noxious gases and return oxygen into the atmosphere. These areas can provide for passive use and nature study for all class or age groups ranging from preschool to senior citizens. They are heavily landscaped and act as long-term reserves.

5. Playground

This facility is usually a landscaped apparatus area for active recreation and will contain the types of equipment suitable to the neighborhood characteristics and age groups being served. It is frequently associated with the neighborhood park that has active and passive recreation planned for family groups. Depending on population, size, and neighborhood characteristics, the size can be from 1-5 acres.

6. Playfield

This athletic and sports activity facility found primarily at schools is mainly oriented to secondary school and young adult age groups. Outdoor activities, generally recognized as "lifetime sports", will be located in these areas as required; i.e., tennis courts, ballfields, running and bicycle tracks, etc. The size can be from 10-15 acres.

7. Bikeway

A well-marked route or bicycle path to provide recreation and safe access to recreation facilities.

8. Walkway

A pedestrian route via sidewalk, pathway, or trail to provide pleasurable walking along a public right of way or easement.

9. Waterway

A designated stream, canal, etc., for boating, preservation, and scenic value.

10. Regional Park

A large reservation to preserve a portion of the landscape, supplement the recreation facilities available in urban areas, or to act as a greenbelt.

A regional park may also be called a regional reservation or conservation area and may contain such uses as: Trails, greenbelts, outdoor educational, nature or historical center, etc.

11. Parquecito

This small park is to act as a transition between playgrounds and arboledas in that it combines a serene, passive atmosphere with some play apparatus in an area smaller in size than a neighborhood park. It may provide, to a lesser degree, the same elements as a neighborhood park. From 1-6 acres, parquecitos will be acquired or encouraged only in existing densely developed neighborhoods.

12. Linear Park

A strip of park-like space normally associated with a natural feature such as a stream or valley. It is narrow compared to its length and is intended to enhance the natural feature. It may be an access route from one point to another, or a buffer between adjacent land uses, maybe a greenbelt.

13. Private Recreation Spaces - Planned Development

These spaces are normally formal recreation areas, or passive recreation areas, designed for use primarily by residents of the planned development.

V. PARK AND RECREATION SPACE NEEDS BY PLANNING AREA

The following analysis of the present park and recreation resources of each planning area briefly summarizes the statistical data in the Appendix and further describes any potential additions. The first phrase of text after each planning area describes its current state of land use, followed by the quantity of existing park and open space available per each 1,000 persons. Any potential additions are also listed. More detailed data may be found in the Appendix, and a map of park and recreation areas may be found on page 134.

-Aragon - Fully developed; with 1.9 ac./1,000 with a potential of a 2.2 acre park adjacent to Borel Elementary School.

-Bay Meadows - This area of few residents contains the 46.9 acre County fairground complex which has a potential for a city-wide park and sports complex.

-Baywood - Remaining scattered vacant parcels will likely be developed as planned developments, and will thereby be required to provide park and recreation space to meet their neighborhood park needs; existing space of 0.6 ac./1,000; potential 0.5 acre addition of Baytree lot at Fifth and Dartmouth.

-Baywood Park - Large parcels of land available for major development, which would be subject to existing City park and open space requirements; 1.0 ac./1,000 of existing space; potential addition

of an 18.5 acre lease from S.F. Water Co. as a city-wide nature park.

-College Heights - Large parcels of land currently being developed will provide their own neighborhood park needs; with the College's facilities and planned developments' park and open space acreages, there will be 18.3 ac./1,000, based on an estimated population of 2,400 persons.

-Country Club Heights - Scattered parcels available; approximately 11 ac./1,000 available, with no potential acreage proposed; projected garden center building in Beresford Park.

-East San Mateo - Fully developed and in transition to multiple-family housing with no available park and recreation facilities and with a potential limited to mini-parks created through clearing or cul-de-sacing of selected streets.

-Fiesta Gardens - Fully developed; no public park facilities; potential addition of 4.2 acres of land adjacent to the drainage channel.

-Foothill Terrace - Scattered parcels available; approximately 14 ac./1,000, based on projected population of 1,000 persons in area when current development is completed. The large area of Aragon High School is the reason for the high per person acreage.

-Hayward Park - Fully developed and in transition to multiple-family housing, with 5.8 ac./1,000, resulting from Central Park at the northern edge of the area. Additions are limited to mini-parks.

-Highlands - Scattered parcels available; 1.2 ac./1,000; potential addition of 49.7 acre lease from S.F. Water Co. for a city-wide natural park.

-Laurel Creek - Large parcel of land in "Sugarloaf" area; currently approximately 300 persons in area, with 6.1 acre East Laurel Creek retention basin as park area. Potential additions would be open space and greenbelts as part of a specific area plan for Sugarloaf.

-Laurelwood - Few scattered lots available; subdivision underway will bring population up to approximately 2,700 persons; with park land exchange and other lands, some 35.6 acres will be available; 13.2 ac./1,000.

-Lauriedale - Major new planned developments, together with existing planned developments, will provide bulk of available park and recreation facilities; 11.2 ac./1,000, based on 800 population; potential addition of six acres of public park as part of the Specific Area Plan, as well as projected open space in future planned development.

-Los Prados - Few large parcels available for planned developments; 6.3 ac./1,000, based on 3,000 population; no potential additions.

-Mariner's Island - Large parcels of land available; residential portions to be planned development providing neighborhood park needs, as existing developments here have done; presently 35.1 acres available; existing 400 persons, ultimate population 4,600 $\pm$; potential additions of 4.0 $\pm$ acres of excess State right of way along Third Avenue and 9.9 acres as a new public park.

-Nineteenth Avenue Park - Fully developed, with 0.3 ac./1,000; potential of a 4 to 5 acre park site to serve Sunnybrae also.

-North Central - Fully developed and in transition to multiple-family housing, with 5.9 ac./1,000; potential limited to mini-parks totaling not more than two acres.

-N. E. Hillsdale - Fully developed, with limited transition to multiple-family; 0.9 ac./1,000; no potential additions.

-North Shoreview - Fully developed; very few scattered vacant parcels; 1.4 ac./1,000; no potential additions except for improvement of Shoreline Park.

-N. W. Hillsdale - Fully developed; 8.3 ac./1,000 due to amount of grounds at Hillsdale High School; no potential additions available.

-Parkside - Fully developed; very few scattered vacant parcels; 2.8 ac./1,000; improvement of Shoreline Park; improve school grounds and the park site adjacent to Joinville Pool; creation of linear park along drainage channel adjacent to school, lagoon, and Mariner's Island Park.

-San Mateo Heights - Fully developed and in transition to multiple-family and medium-high density housing; no facilities exist at this time; new planned developments are expected to provide their own space, but other potential additions will be limited to mini-parks, probably not totaling more than two acres.

-San Mateo Park - Fully developed; 1.2 ac./1,000; no potential additions available.

- San Mateo Village - Fully developed; 1.3 ac./1,000; no potential additions except proximity to Laurie-dale six-acre park.

- S. E. Hillsdale - Fully developed; limited population gain; 1.9 ac./1,000.

-South Shoreview - Fully developed; very few scattered vacant parcels; 1.4 ac./1,000; potential 1.0[±] acre mini-park at Patricia Avenue Pump Station and 1.7 acres expansion of Shoreview Park into street area.

-S. W. Hillsdale - Fully developed; limited population gain; 1.9 ac./1,000.

-Sunnybrae - Fully developed; with limited intensification of land use; 1.0 ac./1,000; see Nineteenth Avenue Park for potential.

-Twenty-fifth Avenue - Fully developed, with transition to multiple dwelling; 1.0 ac./1,000; no potential additions.

-Westshore - A few parcels of land remain available in this developed area; 7.7 ac./1,000.

-Shoreline - Our most valuable park, recreation and open space resource, consisting of Coyote Point Regional Park of 130 acres, San Mateo Municipal Golf Course of 103 acres, and Shoreline Park which ultimately will have some 114.8 acres devoted exclusively to park and open space. Shoreline Park would meet the criteria for a city-wide park and has been included in the 10 ac./1,000 persons

statistics. Coyote Point Regional Park and the Municipal Golf Course are separate considerations and have been deleted from the 10 ac./1,000 standard. See the "San Mateo Shoreline Park" specific plan for additional information.

-Central - Fully developed and in transition to multiple-family housing; 2.9 ac./1,000; potential addition of 4 to 8 acres of linear park along San Mateo Creek between the railroad tracks and Bayshore Freeway; park to be created through joint private, City, Federal cooperation.

-Central Business District - Increased urbanization and introduction of public plazas, malls and frontages probably not more than two acres in area.

VI. PLAN FOR PARKS AND RECREATION

The plan proposes improvements and additions to the existing parks and recreation areas and new parks and recreation facilities to provide space for recreation programs, passive use areas, and for oxygen-producing plant life. Altogether they will provide an adequate level of service for the ultimate population. The plan emphasizes the importance of setting aside lands for future park and recreation needs, without constricting adequate development of presently available facilities. To this end, acquisition and development must be carefully reviewed each year.

A. PARKS

The existing major parks and their net areas are noted in the Appendix. As pointed out on page 2, the full development or improvement of existing parks is needed to render them more useful. Existing facilities must be scrutinized continually with regard to their utilization. Night lighting of facilities, such as game fields, tennis courts and pools, could greatly increase effectiveness without requiring additional land acquisition.

B. RECREATION CENTERS

Recreation center buildings and swimming pools have been constructed at various locations throughout the City. Existing areas are listed below:

TABLE 6.3. LOCATION OF RECREATION CENTER BUILDINGS AND SWIMMING POOLS

<u>Name</u>	<u>Location</u>	<u>Floor Area in Sq. Ft.</u>
Beresford	Beresford Community Park	16,000
Central	Central Park	5,760
King	Martin Luther King Park	19,620
Lakeshore	Lakeshore Park	3,710
Shoreview	Shoreview Park	8,843
Joinville Swim Center	South Shoreview	25-meter pool, 20-yard training pool
King Swim Center	King Park	25-yard pool, 20-foot training pool

The ideal location for the recreation center is at the center of the residential district to be served. It serves as the nucleus of activity.

Neighborhood and community parks can most easily accommodate recreation centers, but there are advantages claimed for joint development at school grounds. New recreation centers should be considered for San Mateo Village, Laurelwood, Mariner's Island and Los Prados. Improved and enlarged boathouse and marina facilities are also projected for Parkside Aquatic Park.

1. Joint Use Facilities.

Joint use of school-recreation facilities provides for maximum use of public monies. Although each agency has somewhat independent purposes, there are many activities, facilities and functions that are similar and coordinated. Planning should reflect a positive emphasis on their mutual purposes; consequently, acquisition of lands adjacent to existing school grounds should be a paramount consideration.

Coordination with school districts on design and planning of mutual facilities for mixed use is an integral phase of mutual sharing. Community benefits can be realized through economies resulting from public investments in lands and buildings available to both agencies. Public services are generally located at an activity center within the neighborhood. Shared facilities may have additional benefits for shared human resources, supervision and leadership. It would be advantageous to utilize portions of the community service tax.

There is also need for storage areas at the various parks, and construction of these facilities should be considered in conjunction with construction of new recreation centers. Storage of maintenance equipment or recreational equipment and supplies for the Park and Recreation Departments will logically be relocated to the City's Central Corporation Yard when the present City Corporation Yard is expanded in function to satisfy park and recreation needs.

2. Bikeways

Present and future park and recreation areas can be linked together with bikeways, walkways, paths and trails. Well-marked routes can benefit children going to school and places to play. Human scale paths are needed for hiking youngsters and strolling oldsters. No power vehicles may be used in public parks within the City. A bikeway system was designed in 1972 by the San Mateo Bikeways Committee and the City of San Mateo. Routes are marked by white and green trail signs.

3. Walkways and Trails

Attractive routes for strolling through the developed areas can also improve access to parks and recreation areas. Trails can follow many of the bicycle paths through the less intensely developed areas. In all cases, trails are proposed to provide special routes for walking as recreation.

Three main trails are proposed for gradual development. Once the routes are identified and adopted, both public and private property improvements can enhance their

utility. Landscaping, decorative lighting, benches, street trees, and distinctive signs and pavement surfacing may be employed where appropriate. No priority is suggested because each of these routes will be improved in increments.

None of the proposed walkways shall be signed or developed until the routes have been surveyed and approved by committees appointed by the Parks and Recreation Commission. The first two walkways are entirely within existing street rights of way.

-The Alameda de las Pulgas path is the westerly sidewalk from Crystal Springs Road, past a number of churches, three high schools (Aragon, Serra, and Hillsdale) and Beresford Park.

-The Central Path will go through the Central business District and Central Park, and extend via Eldorado Street past King Park and Turnbull School to San Mateo High School and westerly along Notre Dame to Aragon High School

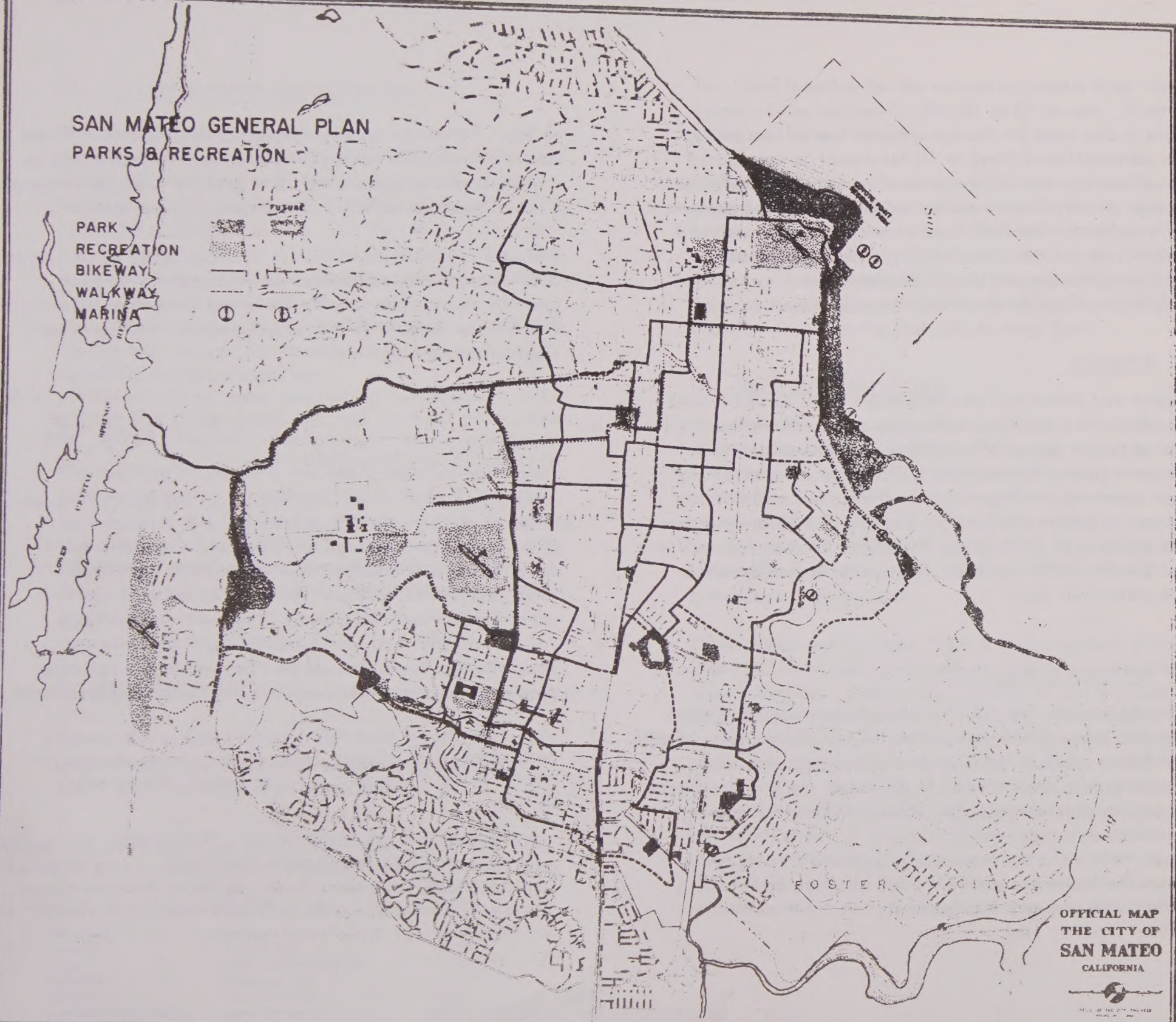
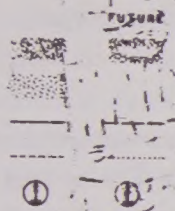
The following trails include portions which cross private property and areas which will require modest improvements:

-The San Mateo Shoreline Park Trail will roughly follow the waterfront from Coyote Point Marina to the Fishing Pier next to the San Mateo-Hayward Bridge

-The Polhemus Park loop trail will go from El Camino and Second Avenue through Arroyo Park along Crystal Springs Road, Polhemus Road, De Anza Boulevard and return via Laurel Creek Park and down 36th Avenue to El Camino.-

SAN MATEO GENERAL PLAN PARKS & RECREATION

PARK
RECREATION
BIKEWAY
WALKWAY
MARINA



OFFICIAL MAP
THE CITY OF
SAN MATEO
CALIFORNIA



-The CSM Trail will connect Aragon High School, Beresford Park and Polhemus Park with the College of San Mateo.

From Aragon via Woodland Drive and Barneson to the hill slope along the freeway right of way.

From Beresford up Sequoia Avenue and 26th Avenue to CSM initially via Campus Drive, and later by a future freeway overcrossing.

Polhemus Park will be linked to the Highlands Recreation Center and to CSM Drive via pedestrian easements. Trails can be extended to Skyline Boulevard and Canada Road for pedestrian access to the hiking trails in the San Francisco Watershed Recreational Reserve.

VII. IMPLEMENTATION

Implementation of the Parks and Recreation Element is divided into two categories: land acquisition and land development.

A. LAND ACQUISITION

All possible methods of land acquisition will be used to add to the park and recreation resources within the City.

1. Dedication of Land or Payment of Fee in Lieu Thereof

The City of San Mateo Subdivision Code states that, in accordance with an adopted General Plan, the City Council

may condition approval of a final map as follows: A subdivider "shall dedicate land, pay a fee in lieu thereof, or both, at the option of the City, for park and recreation purposes...". The land to be dedicated must be suitable for parks, pedestrian paths and similar features and other areas of particular natural beauty.

Neighborhood and community parks, to the extent they serve the subdivision, are considered local parks for the purpose of dedication. This means that dedication of no less than 2 acres per 1,000 persons would be a condition for approval of a subdivision final map. Credits shall be given for land that is dedicated in fee to the City for public park uses that meet the recreational needs outlined in the standards and also for private areas that are used by the residents only. In like manner, credit shall be given for a land area that is dedicated to a school district. It must be suitable for school district purposes and shall be planned and programmed for school facility development.

2. Park and Recreation Land and Facilities Tax

Other residential construction not subject to the Subdivision Code shall pay a tax equivalent to thirty cents per one hundred dollars of assessed building permit valuation. These funds are to finance acquisition and/or development of land for park and/or recreation use. No service area requirement or time limit is placed on expenditure of these funds.

Only planned developments are subject to a potential credit toward this tax. Credits shall not exceed half of the total tax and shall be calculated based on guidelines established by the City Council.

The City will encourage the provision of park and recreation space within Planned Developments by granting credits. To receive credit, the park and recreation space must:

be assured in perpetuity by restrictive covenants, with the city a party to such covenants, or other means acceptable to the City Council;

be equal in acreage to the requirement for which credit is given; and

contain those facilities needed by the residents of the Planned Development which, if they were not provided, would of necessity be provided by the City in a park.

3. Acquisition In Fee

Purchase, condemnation, donation, dedication and Urban Renewal processes may be used to obtain property for parks, plazas, and recreation areas.

4. Acquisition in Less than Fee (Dual Use)

Scenic or conservation easements, development rights and trail easements shall allow the public limited use for specific purposes along the designated route; leaseholds and agreements should be negotiated for use of public utility property and slope control areas.

5. "Existing Resources"

Since this element of the General Plan lists as "existing resources" for park and recreation space all existing school playgrounds, it shall be the policy of the City to attempt to acquire any phased out public school sites or phased out private recreational spaces in order to implement this element of the General Plan.

B. LAND DEVELOPMENT

The Parks and Recreation Policy B states: "While priority will be given to acquisition over full development, areas already available must be developed and utilized according to the park and recreational needs of the citizens of San Mateo".

This does not mean that all development of park lands should be delayed until full acquisition. The City has many resources for the development of park and recreation acreages:

Funds included in the Capital Improvement Program coming from the annual budget, bond issues, in-lieu fees from subdivisions, and a construction tax.

Gifts to the City, ranging from individual trees to major projects such as the Japanese Garden.

Citizen participation as declared in the Parks and Recreation Element, Policy G. This would mean programs organized

by the Parks and Recreation Commission for work projects to be performed by civic groups such as the garden clubs, Boy Scouts, Girl Scouts, conservation groups, etc. These projects are to be according to a plan approved by the Parks and Recreation Commission and performed under the supervision of the Park Department. A sample project could be cutting trails and creating day camp sites in the proposed nature park along Polhemus Road. Citizen participation would also mean encouragement of PTA programs to improve our school playgrounds.

-Bikeways and Walkways. A system of bikeways has been designated and posted. Before a walkways system is designated and improvements are made, it will undergo the same evaluation as the bikeways system did. Under the auspices of the Parks and Recreation Commission, all potential walkways will be surveyed and walked by a group of citizens to establish the best possible system.

**PUBLIC BUILDINGS & FACILITIES
ELEMENT**

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I. SCOPE

Residential areas, shopping districts and employment centers are only a part of the physical requirements of a community. A major function of cities and other units of local government is to provide community facilities and services. They include schools, parks and recreation facilities, fire and police protection, libraries, public health facilities and public works. Municipal administrative services are management, law making, building and land regulation, property assessment and tax collection, and public works functions including engineering services and the operation and maintenance of streets, storm drains, sewage collection and wastewater treatment.

The Public Buildings and Facilities Element of the San Mateo General Plan is concerned with all public and quasi-public buildings and provision of adequate community service facilities. Public buildings include city hall, the Police Department, fire stations, libraries, the State armory, County, State and Federal office buildings, post offices, public schools and other governmental service facilities.

Public education is provided by three separate agencies: San Mateo Junior College District, San Mateo Union High School District, and the San Mateo City School District.

Power, water, and telephone services are provided by Pacific Gas & Electric Company, California Water Service Company and Pacific Telephone, respectively.

II. COMMUNITY NEEDS

As population grows there is a corresponding growth in community service needs. When land is developed with residences, street improvements and utility extensions are required. For example, a new subdivision with 100 houses will add from 300 to 400 people. There will be additional streets and storm drains to be maintained. More children will attend the schools and there will be more library patrons. Each of these incremental services must be provided so that new residents will have a level of service equal to that enjoyed by the present population.

The General Plan proposes that buildings and services be provided when needed. Present deficiencies of space and facilities were measured and compared with desired standards for the existing population. Then population projections were used to estimate future needs. Deficiencies were used to determine priorities for needed public improvements so they can then be planned, programmed and budgeted.

San Mateo's Capital Improvement Program includes projects proposed before 1976 for public safety, public works and public activity. When other needs become more imminent they will be included by periodically updating this program.

III. GOALS

- A. Provide community facilities for administrative functions, public services, transportation and utility systems adequate to serve the needs of the community at the lowest reasonable cost.
- B. Maintain a high level of public services and a high quality of public works.
- C. Concentrate public facilities in a civic center complex to become a regional activity center.
- D. Create community identity and create public buildings and grounds that exemplify the highest standards for the entire community.
- E. Treat all wastes in such a way as to reduce (or eliminate, wherever feasible) pollution of all kinds and to make by-products available for reuse.
- F. Encourage the design of schools to function as neighborhood and community multi-use centers, serving the community's social, cultural, vocational and recreational, as well as educational needs.
- G. Place all utilities underground.
- H. Develop and maintain a quality environment.

IV. POLICIES

The policies to reach these goals are:

- A. Project future public facility needs so as to schedule land acquisition and development in an orderly fashion.
- B. Reserve land areas for all the necessary and desired community facilities of a size and at a location which will best serve the needs of residents.
- C. Encourage compact urban development properly staged to minimize the costs of facilities and services.
- D. Combine public facilities where possible to economize on public expenditures and maximize public convenience.
- E. Coordinate all urban development programs to assure eligibility for Federal and State loans, grants, and tax subventions.
- F. Review and annually adopt a Capital Improvement Program as the process for proper timing of desired public improvements.
- G. Encourage the formation of parking assessment districts to construct off-street parking facilities when it is not feasible for private property owners to provide their own parking.

- H. Establish a communications center to serve all municipal departments.
- I. Plan for a downtown cultural and civic center with adequate space for Federal, State, County, and City offices.
- J. Plan a community-convention center to provide an attractive meeting place for both local and out-of-town users.
- K. Provide tertiary sewage treatment at the earliest possible date and provide for reuse of treated water where feasible.
- L. Require ready and economical access to the necessary utilities--water, gas, sewage, power and telephone--for all industrial sites.
- M. Require undergrounding of utilities in all new development and schedule progressive undergrounding of existing overhead utility lines in existing development.
- N. Work closely with other public agencies so as to provide the best possible location for public service facilities.

V. CIVIC CENTER COMPLEX

The Plan proposes a civic center complex for public administrative offices including the City Hall as a nucleus, with County, State and Federal offices, and possibly school district offices. A centrally located civic center would become a regional center. It would also attract civic organizations and private business establishments.

The City of San Mateo is ideally suited as the location for government offices. It is centrally located in San Mateo County. It is the largest city in the County, with about one-sixth of the County population. San Mateo is becoming the administrative and executive office center of the upper peninsula.

The County of San Mateo is presently leasing 60,000 sq.ft. of office space on 20th Avenue for Public Health and Welfare, and another 70,000 sq.ft. of floor area at the County Hospital on 37th Avenue. All of these office uses could be centralized in a County office building or regional center as a part of the proposed downtown civic center complex.

Various departments of the State of California lease 23,000 sq.ft. of office space in San Mateo. The State Board of Equalization, Industrial Relations and Rehabilitation offices which occupy about 8,000 sq.ft. could be relocated in a civic center office building. Two major offices are excluded. The Department of Motor Vehicles has purchased property and plans to construct a permanent facility at North Idaho and Indian Avenue. The Department of Employment is well located to serve its patrons and a move is unlikely. It is easy to find and has ample parking.

The Federal government leases about 14,000 sq.ft. of office space at a number of locations in San Mateo. In addition, the two largest users are the post office with 82,000 sq.ft. and the Naval Training Center with 50,000 sq.ft. No change is anticipated for post office facilities. The Naval Training Center will soon move to San Bruno. When this happens the College of San Mateo will be able to sell the property to Mills Hospital for its expansion program.

Long range office space needs of the city will range from 50,000 to 60,000 sq.ft. If San Mateo County office uses were centralized at a regional complex in a civic center, they would require from 130,000 to 150,000 sq.ft. of floor area. Public buildings could also accommodate existing State and Federal offices which presently occupy leased office space. Estimated office space needs of public agencies are listed in Table 1 of the Civic Center Feasibility Study, attached.

As a part of or adjacent to the civic center, new buildings with floor space to lease could likely attract civic organizations, service agencies and branch offices of utility companies in addition to public and private administrative offices. A transportation center could provide administrative and service space needs for bus, taxi and transit systems, and also accommodate airline ticket offices. There are economies to be gained by clustering government offices and administrative headquarters. Business services such as stenographic, auditing and printing, and establishments which furnish supplies and office machines tend to locate close by.

Public buildings deserve locations having dignity and prestige value. They should have spacious landscaped grounds and ultimately, attractive surroundings. The civic center complex has great potential as a symbol and a landmark and as a live part of the city--available and visible to the whole population.

The three major attributes for selecting a civic center location are convenience, adaptability and the economics. The site should be accessible and convenient to all groups and individuals dealing with government agencies. It should be reasonably close to bus terminals and transit stations and easily reached by major streets. Proximity to the daytime population in the Central Business District is important as well as its relationship to the center of the entire city population. The size of the property should permit construction of the ultimate facility. The physical relationships to surrounding land uses must also be considered.

There should be no through traffic arteries at grade within the civic center complex. Preeminence of location is another attribute of adaptability.

Harmonious surroundings are essential and must be capable of being brought under control. A civic center should be accessible to other isolated government buildings, such as the Municipal Courts Building at 800 North Humboldt, other County, State and Federal offices and the post office.

The main economic considerations are the price of property and the cost of improvements. Acquisition

costs will depend upon the number of property owners and whether condemnation is necessary. Costs of readying the site for development will include relocation costs for present users, demolition of existing buildings, clearing and site improvements (streets, parking and utilities). The improvement costs for buildings, landscaping and equipment of the building will depend upon the design and the degree of beauty permitted by the budget.

A new government office center will affect the surrounding land values and development. There also will be indirect effects upon municipal revenue--property taxes from the surrounding area, revenues from retail sales tax, business licenses, hotel-motel taxes, and possibly municipal service charges.

For the foregoing reasons the Plan proposes that if and when the civic center is developed, it will be located immediately adjacent to the Central Business District, easterly of the railroad and bounded by Second Avenue on the north, Fifth Avenue on the south, and Delaware on the east.

This location would be convenient to patrons who live or work nearby and people could reach City Hall by walking or by public transportation. Office employees could reach existing business and service establishments by walking. Multi-level parking structures would be provided in conjunction with the Central Parking and Improvement District.

VI. CITY SERVICES AND FACILITIES

A. EXISTING CITY HALL

The City Hall houses the administrative offices of the City Manager, City Attorney, and the departments performing general government functions, City Council Chambers, conference room and coffee shop services and public meeting places for the Council, boards, commissions and committees.

The Police Department is located in a separate building at 2000 South Delaware. Members of the Fire Department are assigned to different stations. Library personnel are similarly distributed. Public Works employees on street and sewer maintenance work out of the corporation yard at Pacific Boulevard. Supply and Maintenance personnel work at, or are dispatched from, the corporation yard.

The total number of city employees increased from 213 in 1950 to 370 in 1960. The 1969-70 budget provided for 529 employees. Of these, only 90 are presently housed at the City Hall.

Space needs for office employees working at the City Hall have increased since the building was occupied in July 1962. In order to measure present deficiencies and project future requirements, an office space needs study was prepared.

Present space used at City Hall by various departments totals 13,400 sq.ft. Central service facilities including the conference room, coffee shop and mailroom add

another 2000 sq.ft. With the Council Chambers and other areas, the net floor area at City Hall totals 27,000 sq.ft. Gross building area including walls is about 30,000 sq.ft.

It is estimated that the number of city employees to be accommodated at City Hall will increase to 150 in 1990. With other spaces that will be needed for reproduction, data processing, storage, conference rooms and City Council activities, the future space deficiency will be 22,500 sq.ft.

Enlargement of the existing City Hall is needed in the short run just to meet present space deficiencies. An additional 10,000 sq.ft. of floor area will be needed by 1975 to meet projected needs. Until a Civic Center is developed, adequate space can be provided on the existing site.

B. POLICE DEPARTMENT

A modern facility at 2000 South Delaware was designed to provide the Police Department with adequate office space for administration, communications, records, identification and building operation. The building was constructed in 1961 on a 2.1 acre site. It contains about 30,000 sq.ft. of floor area including the detached range. There is no foreseeable need for expansion of the present building. The only change will be an internal rearrangement to increase the space for storage of property.

C. FIRE PROTECTION

Fire protection service levels can be measured by the number of companies or the manpower that can reach a fire within a given time. The size and location of fire stations should respect average travel time and travel distance criteria. American Insurance Association (AIA) considers actual fire losses and travel time for a two-mile radius to establish the rating for a city.

The Pacific Fire Rating Bureau rates the preparedness of California cities to fight fire, based upon standards set by the American Insurance Association (formerly the National Board of Fire Underwriters). The American Insurance Association is comprised of major American fire insurance corporations; thus, the rating received by a city substantially affects the fire insurance premiums which property owners must pay. San Mateo is presently rated a Class 3 city; the best possible rating is 1, and the lowest is 10. Fire station location plays a large part in the rating process.

Three types of facilities are required in order to accomplish the necessary fire protection objectives: a headquarters station, a series of substations, and a training facility.

1. Headquarters station.

Headquarters station, the largest of the facilities, houses the administrative staff, the fire prevention bureau and the central communications and alarm system as well as several

engine companies and a truck company. The approximate size of this facility at full development should be 15,000 to 20,000 sq.ft., on a site of approximately one acre.

2. Fire Substations.

The fire substations house the apparatus and men directly involved in fire suppression activity. Depending upon the character of the area for which each station will be responsible, they must provide room for ten to fifteen men. This can be carried out in a building of from 5,000 to 6,000 sq.ft., on a site from 18,000 to 25,000 sq.ft.

3. Fire Training Area.

A Fire Department training facility could best be located jointly with a fire house on a site of three to four acres. It should be accessible to high value districts so that companies in training and reserve equipment will be readily available if needed for fire protection. This facility could be planned as a Fire Training Academy to serve the entire county with each city participating in the cost to build and operate it.

4. Locations and Standards for Fire Stations.

The considerations in laying out fire station service areas are: land uses, population density, building height and structural quality, fire hazards, water supply, traffic routes and physical barriers, location in relation to other fire stations and mutual aid agreements.

Fire stations should be close to high value areas, such as downtown San Mateo and Hillsdale, yet out of areas of high pedestrian and/or vehicular congestion. A fire station may be located at the edge of a downtown civic center if it meets all fire station locational requirements. It should be within 0.75 miles from the center of the downtown business area.

The underwriters recommend that there be five men per engine and six men per truck in high value areas.

Fire stations should in general be distributed so that they have primary service areas as follows:

TABLE 7.1 PRIMARY FIRE STATION SERVICE AREAS

Area	Service distance in miles	
	From pumper, hose or pumper ladder company	From aerial ladder or truck company
High value areas intensely developed with commercial, industrial, institutional or apartment improvements.	3/4	1
Residential areas, predominantly developed with 20 to 40 persons per acre.	1-1/2	2
Scattered development with less than 15 persons per acre.	3+	3+

At present there are 85,000 people residing in the city service area. There are six fire stations including the Central Fire Station and Headquarters which is located in the downtown area. The Fire Department has three truck companies, seven engine companies and two squads distributed as noted in the following Table. Initially one engine company will be assigned to the new Fire Station #7 on DeAnza Boulevard at the J. Arthur Younger Freeway interchange. This station is designed to accommodate from two to four pieces of apparatus.

TABLE 7.2. EXISTING FIRE STATIONS

Station and Location	Truck Co.	Engine Co.	Squad	Net land area sq.ft.
Central Fire Station #1 120 So. Ellsworth	1	1	1	15,700
Fire Station #2 Bellevue Avenue		1		7,500
Fire Station #3 28th Ave. and Flores	1	1	1	24,560
Fire Station #4 E. 4th Ave. & Humboldt		1		8,000
Fire Station #5 Alameda & Barneson		1		8,000
Fire Station #6 Norfolk opposite Susan Ct.	1	1		5,000
Fire Station #7 * DeAnza Blvd. & Younger F'wy		1		18,610
	3	7	2	87,370

*To be constructed and placed in service near end of 1970.

At projected development the fire protection system will be required to protect 115,000 people. The service area will cover the present planning area limits which include all of Mariner's Island, Lauriedale, Laurelwood, Laurel Creek, Baywood Park, and Highlands.

New fire stations are proposed to provide a consistent high level of fire protection to present and future property improvements. Station construction will be timed to keep pace with urban growth and intensification of land use.

TABLE 7.3. PROPOSED FIRE STATIONS

Station and Location	Pieces of apparatus	Net land area
New Fire Station #1 To be relocated as a part of civic center complex.	4 - 5	40,000 sq. ft.
New Fire Station Southeast sector of city	1 - 2	20,000 sq. ft.

A new Fire Station #1 to house the central station and administrative offices of the Fire Department could be relocated within the proposed civic center complex. There would be no location penalty by the underwriters if circulation is provided by railroad underpasses.

Future development and redevelopment in the vicinity of Hillsdale Boulevard and Pacific Boulevard will likely require a new fire station. An appropriate location in the southeastern sector of the city will be selected at a later date in response to community needs and desires at that time.

The ultimate fire protection system would increase the number of fire stations from seven to eight. Two of the three proposed stations would replace existing station houses which could then be sold for other uses. One additional truck company and four more engine companies may be required to serve the city when it reaches full development. Sufficient apparatus and manpower will be provided to assure a high standard of fire protection service.

D. LIBRARY SYSTEM

The city library system is a service organization. It is founded on the principal of ready access to library materials for reading, reference and enjoyment. The library is dedicated to enabling its patrons to keep pace with progress in all fields of knowledge, to become more capable citizens in their daily occupations, and to assist them to contribute to the growth of knowledge. This cultural facility provides materials to the end that citizens can develop their creative and spiritual capacities, appreciate and enjoy works of art and literature, and make such use of their leisure time as well as promote their personal and social well-being.

The library facilities with which the General Plan is primarily concerned must be located and designed for the following specific tasks:

- Housing of the library materials (a minimum of 1.75 volumes per capita for a city of 100,000 and over).
- Lending books, magazines, phonograph records and other library materials to people of all ages and in all areas of San Mateo.
- Providing reference materials for use on library premises.
- Providing information service to locate facts as needed by members of the community.

-Providing reading space on library premises.

-Providing space for art collections and other appropriate uses.

The present system has four facilities providing library service for the city. They are the Main Library in the downtown area, the Hillsdale and Marina Branch Libraries and the Library Station at King Center. The new main library, dedicated December 15, 1968, houses and staffs the administrative headquarters, the main book and non-book collections. Non-book collections include recordings, library-owned films, maps, pamphlets, periodicals and newspapers.

Branch libraries are neighborhood service outlets to dispense books and provide recreational facilities for pleasure reading. They serve as repositories of reference materials for study and school work, and sometimes provide space for group meetings and library sponsored activities. The population for a branch library service area ranges from 10,000 to 30,000 people.

A few large branch libraries are preferable to more numerous small ones. Professional services, better book stocks, more space, longer hours, and more economical operations are possible with larger branch libraries.

The two main attributes of a library building are its location and the floor space. Needed floor space is based upon experience formulas for library size and costs of other jurisdictions and appears to be a reasonable standard for evaluating total system space resources.

The total library floor area needs for the projected 115,000 people would be 57,500 sq.ft. This is about 11,000 sq.ft. more than the present total floor area. Present library facilities are listed in the following table:

TABLE 7.4. EXISTING LIBRARIES

Library	Floor area sq.ft.	Land area sq.ft.
Main Library 55 W.3rd and Dartmouth	35,000*	37,325
Hillsdale Branch 205 W. Hillsdale Blvd.	5,600	21,000
Marina Branch 410 South Norfolk	5,164	26,281
King Center Station 725 Monte Diable	300	
	<u>46,064</u>	<u>84,606</u>

*Includes about 5,500 sq.ft. of floor area for future expansion.

Proposed library improvements in order of priority are expansion of the Hillsdale Branch Library, leased space at Crystal Springs Shopping Center for a storefront library station, expansion of the King Center Library Station, utilization of third floor area at Central Library and expansion of the Marina Branch Library.

A special library for the arts and music collections might be included in a fine arts center. Such a special purpose facility might be included in a civic center along with a museum. A business reference library could also be considered as a special purpose library.

E. MUNICIPAL SERVICE CENTER (FORMERLY CORPORATION YARD)

December '72 Revision

The Municipal Service Center is located at 1949 Pacific Blvd. where offices, shops, equipment and materials occupy a 2.1 acre site which was acquired by the City in 1950. E bonds were used in 1969 to purchase an additional 2.53 acres of adjoining land in order to provide for growth and expansion.

The Public Works Department is the principal occupant of the yard with four operating sections - Traffic, Buildings, Public Works, Automotive - working from this base. In addition, the Finance and Recreation Departments operate warehouse and stores facilities at this location.

Needs for yard expansion result from general growth of the City and from increased demands for services. The Highlands, Sugarloaf, Mariners Island and Lauriedale will all have their effect.

TABLE 7.5. GROWTH INDICATORS

	1950	1972	1990 est.
Yard-based personnel	36	72	100
Automotive fleet	90	217	283
Population	42,000	79,000	110,000
Miles of streets	145	197	227

Unresolved issues make predictions of yard needs difficult. A bus storage and maintenance facility could require .75 acres. Acquisition of a water utility might involve from 3 to 5 acres. Relocation of Park Dept. Yard facilities could consume all presently available expansion room.

TABLE 7.6. PRESENT YARD UTILIZATION

Service Center (presently	
occupied)	2.1 ac.
Adjoining property (occupancy in early 1973)	1.5 ac.
Adjoining property (unoccupied balance)	1.03 ac.
Park Dept. yards (at various park locations	1.03 ac.
Golf	.52 ac.
Recreation (warehouse 1200 s.f.)	.03 ac.
	<u>6.48 ac.</u>

A 30% expansion of these holdings would require a total of 8 to 8.5 acres within the next 20 years without the addition of new services.

The present geographic location of the yard is excellent for city-wide operations but improved access routes are needed. The southerly extension of Pacific Blvd. to connect with South Delaware appears highly desirable. Additional adjoining acreage is still available to the south. Consideration should be given to retaining this for City use.

TABLE 7.7. CORPORATION YARD SPACE NEEDS

Use	Present facilities	Present needs	Future needs
Building	27,000	38,000	70,000
Open storage & Work area	66,000	131,000	260,000
Work & private vehicle parking	20,000	55,000	120,000
Undefined uses (maneuvering, landscaping, etc.)	55,000	54,000	108,000
Total sq. ft.	168,000	278,000	558,000
Total acres	3.85	6.4	12.8

If the city develops a municipal bus system, more space will be needed for additional facilities and parking for buses.

Existing building floor area is inadequate and inefficient for effective administration of corporation yard functions. There is need for more office space and auxiliary office storage area, personnel facilities for the increased number of shop, maintenance and public works employees. Modern lockers, showers, restrooms, a lounge and a lunch room are needed for employees. Space for assembly and group meetings would be used for training and other meetings. Small stores for maintenance of public buildings and more warehousing space are also needed. Modern maintenance shops should be located in structures designed for the work to be performed. An underground civil defense communication center could be included to serve all city departments.

Improvement plans for development of the 2.53 acres of recently acquired property will be prepared to permit staged construction. The need having the highest priority is open storage for materials and city equipment and parking space for privately owned vehicles. Employees who are presently parking within the municipal corporation yard should be provided with safe, secure and convenient parking so that parking within the fenced area can be limited to city owned vehicles.

The short range space plan to include corporation yard type activities of the Park and Recreation Departments will require enlargement beyond the 4.53 acres now owned by the city. The approximate seven acres of undeveloped land southerly of the existing corporation yard, between the railroad and South Delaware Street, should be acquired at an early date. All of this property will be needed by 1990 to meet the projected central corporation yard space requirements.

The Plan proposes that Pacific Boulevard be extended southerly from the corporation yard to connect with South Delaware. This improved access would permit vehicles to enter the corporation yard by a shorter more direct route. At present, all traffic must circle via Concar Drive, around and under the 19th Avenue Freeway bridge over the railroad, to reach the yard. To leave the yard now, it is necessary to take a one-way street back to South Delaware.

F. PUBLIC WORKS

Separate reports covering public services and facilities have been, or will be, prepared for public works to be provided, operated, and maintained by the city. The individual reports detail existing systems and identify needed improvements, additions and projects.

Reports on the following facilities and services have been prepared: storm drainage, collection and conveyance of sewage, and municipal waste disposal. Subsequent reports will be prepared and presented as needed for the wastewater treatment plant and refuse disposal at the city dump.

G. PARKING DISTRICTS

Off-street parking facilities have been provided in downtown San Mateo by assessment district procedures. These are administered and maintained by the city. There are 617 off-street parking spaces provided by the downtown parking districts and 119 spaces by the Twenty-Fifth Avenue Parking District.

Parking structures have been constructed between Third and Fourth Avenue to provide off-street parking spaces for employees and patrons of the downtown business establishments. A 134 stall garage was built in Central Park and the roof designed to hold six tennis courts. There are also two surface parking lots within the present parking District No.2, 55 spaces at Second and El Camino Real, and 42 at Fifth and Railroad.

Enabling legislation has created a third district called the Central Parking and Improvement District. Additional parking facilities will be proposed to overcome the growing deficiency of off-street parking spaces. The locations and capacity of new parking will be selected and the spread of assessments will be acted upon at public hearings.

H. PROPOSED COMMUNITY-CONVENTION CENTER

The City of San Mateo has a growing need for a combination community-convention center. Conferences and conventions, dances, banquets and other social events, concerts and cultural events require an assembly area and/or seating capacity not provided by existing facilities. Display areas and smaller rooms would be included for exhibitions and meetings.

The largest existing auditorium is at San Mateo High School. It has 1605 permanent seats and is available to the public for use by community groups.

Other auditorium, exhibit and meeting room facilities that are available to civic groups are the College of San Mateo Student Center dining rooms. The main dining room seats 750 and the faculty dining room, 600; the Little Theater has 400 seats. Banquets for 250 persons can be held at the Benjamin Franklin Hotel, the Hillsdale Inn, and the Camino Room of the Villa Hotel. Up to 600 persons can be seated at the Villa Hotel's Pacifica Room. The new Royal Coach Inn has a banquet seating capacity for 1200 persons.

A ten acre site will be needed for the community-convention center. The structure, with its entry courts, patios, and landscaping, will cover over two acres. Another seven acres will be required for about 800 parking spaces. Plans will be made in the future for a specific location and necessary facilities.

VII. COUNTY SERVICES AND FACILITIES

The service agencies that might later relocate in a regional county center as part of the civic center complex described earlier are:

Offices of the San Mateo County Coroner, Public Administrator and Public Guardian, main office of the County Public Health and Welfare Department, Public Health Division and Mid-County District office, Mental Health Division offices now at 220 West 20th Avenue, and Social Service Division offices now at 274 West 20th Avenue.

Other County services and facilities located in the City of San Mateo and at the County regional center on Tower Road are the following:

- County General Hospital*, 222 West 39th Avenue
- San Mateo County Fair and Convention Association, at the County Fairgrounds, 2495 South Delaware
- Election Registration Facilities, 40 Tower Road
- Central Library Administration, 25 Tower Road
- Crystal Springs Rehabilitation Center, 35 Tower Road
- Probation Department Administration Office and Hillcrest Juvenile Hall, 21 Tower Road

- Special Education Division office of the Superintendent of Schools, 65 Tower Road

- El Portal Del Sol School (for the orthopedically handicapped, including cerebral palsied), 65 Tower Road

- Los Amigos School (for trainable mentally retarded children), 3601 Curtis

- Historical Museum, College of San Mateo

- Junior Museum, Marina, and the Rifle and Pistol Range; Coyote Point Regional Park

*County General Hospital is an acute medical surgical hospital facility for the public at large with primary responsibility to provide medical care for people who cannot readily obtain help elsewhere. It is presently operating 207 beds of a licensed 244 beds. The hospital provides acute psychiatric help (30 beds) and a drug abuse center primarily for rehabilitation of young adults (12 beds). There is also a large outpatient clinic. The County General Hospital coordinates with other hospitals; new programs can be initiated and later transferred to other hospitals. The site has adequate land to permit hospital expansion by adding a new 150 bed wing. Existing facilities would be remodeled and updated to accommodate present and innovative programs.

VIII. PUBLIC UTILITIES

The underground and overhead utility services to residences and places of business are all installed, operated and serviced by public utility companies. Water is furnished and distributed by the California Water Service Company. They, like other peninsula cities, obtain their potable water supply from the San Francisco Water Department. To meet both domestic and fire fighting water requirements, the company has storage and pumping facilities at strategic locations throughout the city. Their corporation yard is adjacent to Turnbull School at Poplar Avenue and North Humboldt. The business office is located at 601 South B Street.

Power is furnished by Pacific Gas & Electric Company. Their district engineering office and corporation yard occupy 2.73 acres on South Claremont at Tenth Avenue. Substations are located in Country Club Heights, at Fifth Avenue and Claremont, Nineteenth Avenue and Norfolk, and in North Shoreview along East Poplar Avenue south of the municipal golf course. Switch station equipment occupies about half the property at this location. The remainder is reserved for future expansion.

Underground and natural gas pipe lines extend to all residential areas of the city. Mains, meters and services are maintained by P. G. & E.

Pacific Telephone has a business office in a leased office building at 27 East 17th Avenue. A communication equipment building is located at 28th and Edison. The service headquarters and corporation yard cover 3-1/2 acres near 19th Avenue and Pacific Boulevard.

Cable TV is another utility service that is being installed. It will be completely underground. Service will be available to all residents for a monthly charge.

IX. EDUCATION SERVICES

Local property taxpayers support three school districts. Each serves a different age level and each has its own service area or district boundary. The San Mateo City School District provides elementary public schools in the City of San Mateo, in the western hill areas (presently unincorporated) and Foster City. The San Mateo Union High School District boundary extends up the peninsula to serve the Burlingame, Millbrae and San Bruno populations as well as San Mateo residents. The third is the County-wide San Mateo Junior College District.

These education systems afford the residents and their children a wide range of educational and cultural opportunities. Adults can participate in adult education programs at the high schools and in the evening courses at the College of San Mateo.

There are three high schools in the City of San Mateo; four middle schools for grades 6 - 8 and 15 elementary schools within the San Mateo Planning Area. (Foster City has a middle school and two elementary schools in addition to the above.)

Contemporary problems of the City School District are small school sites, decreasing enrollment in older sections of the city and rapid growth in Foster City, integration and busing pupils to balance pupil loads.

The District also needs a corporation yard with maintenance facilities and parking space for school buses.

The physical size of the elementary school grounds is less than desired at all except Bayside School. As San Mateo's residential areas developed, the neighborhood school concept was followed to provide an elementary school to serve each neighborhood. Small sites have inadequate areas for physical education.

Enrollment patterns for the schools within the San Mateo Planning Area show little overall growth. In the more mature areas, elementary school enrollment has declined. Excluding Foster City, the total enrollment on October 15, 1969, was 10,971. This compares with 11,900 in 1963 and 11,317 in 1958.

New housing developments are occurring--Foster City, Mariner's Island, Lauriedale and in the Baywood Park and Laurelwood Planning Areas. Other areas show a declining number of pupils per household due largely to more apartment dwellings than single-family houses. This trend will continue unless population regeneration occurs in the older single-family neighborhoods.

Criteria for selecting school sites to meet future education needs will be tailored to suit the relatively stable school age population in the existing areas and will be adapted to the types and locations of expected residential development. Future school sites should be located, selected, acquired and developed with great care.

Projected population growth and the rate of growth are key variables affecting land cost. School authorities must consider location, parcel size and shape, accessibility, cost and the general environment. An efficient, well designed school will have a positive effect on property values and will tend to encourage civic pride and participation in community affairs. Cooperative development of school recreation areas can maximize the quality of service and intensity of use of each.

The San Mateo High School District is also facing decreasing enrollment. The birth rate is dropping, elementary enrollment levels are decreasing except where there is a substantial amount of new housing, and enrollment by K - 12 graduating classes is beginning to show a yearly drop. Enrollment in the older schools like San Mateo High School will decrease while enrollment from Foster City will increase rapidly.

The Daniel, Mann, Johnson and Mendenhall - Master Plan Survey for the San Mateo Union High School District, June 1967, recommended these standards:

School enrollment-- 1500 to 2100 students per school

Site acreage-- 35 to 44 net useable acres

Building area per student-- 105 to 110 sq.ft.

District administration:

site-- 2.6 acres

building area-- approx. 12,300 sq.ft.

Service facilities: site -- 4.5 acres

X. OTHER QUASI-PUBLIC AGENCIES

Other local facilities, institutions and service establishments are generally located within residential areas. The list would include all churches, synagogues, parochial schools (four elementary and Serra High School), the Church of St. Matthew Episcopal School, Carey School, the YMCA, Boys Club, Damien House, Parents Nursery School, and convalescent hospitals and homes for the handicapped, ill and aged.

Churches are generally located within a neighborhood. They should be located on collector or, preferably, secondary arterials so as not to overburden local streets and cause undue traffic and parking problems in residential areas.

Mills Hospital is the hub of major medical services node on the northwest edge of the downtown business district. It is the largest employer in the area. Expansion of Mills Hospital is imminent. A new hospital building and parking structure are planned for construction near the corner of San Mateo Drive and Second Avenue. When the Navy Training Center is moved to San Bruno, Mills Hospital may also redevelop that property for hospital uses.

Other community facilities include:

- California Army National Guard Armory, 400 North Humboldt
- California Division of Forestry Ranger Headquarters, and Belmont Fire Station, 100 Tower Road
- Children's Center (San Mateo City Elementary School District), 225 South Fremont
- Children's Health Home for Mentally Retarded Children and Adults, Inc., 515 East Poplar
- San Mateo County Council, Boy Scouts of America, 1300 South Bayshore
- Peninsula Humane Society, Inc., 1225 Coyote Point Drive



FIGURE 7.1

**SAN MATEO GENERAL PLAN
PUBLIC BUILDINGS AND FACILITIES**

	EXISTING	PROPOSED
FIRE STATION	(F)	(F)
LIBRARY	(L)	(L)
RECREATION CENTER	(R)	(R)
GOVERNMENT OFFICE	(G)	(G)
MAJOR CENTER	(M)	(M)
MEDICAL CENTER	(+)	
SERVICE CENTER	(S)	
SCHOOLS		
ELEMENTARY	(E)	(E)
INTERMEDIATE	(I)	(I)
HIGH SCHOOL	(H)	(H)
PAROCHIAL	(P)	

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